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ABSTRACT

This report, prepared for an ongoing assessment on adult literacy and new technologies, profiles 30 major federally funded adult literacy and basic skills programs. The information it contains is based on an analysis of laws and regulations for programs that: (1) have adult literacy or basic skills education as their sole purpose or as one of a limited number of primary purposes; (2) explicitly authorize literacy or basic skills education as a primary means of achieving a related purpose, such as job training or American citizenship; and (3) through departmental directive, have taken the core of the federal role in adult education. The profiles describe programs in terms of the following 15 characteristics: authorizing legislation, federal administering agency, type of literacy program, purpose, authorization and appropriations (fiscal years 1988-1992), literacy-related definitions, target population, administrative structure, agencies delivering services, major activities and services, fiscal and accountability provisions, coordination provisions, technology provisions, private sector provisions, and standards, evaluations, and outcomes. Types of literacy programs described are as follows: adult basic education, adult secondary education, English literacy, workplace literacy, family literacy, volunteer literacy, library literacy, basic skills education, literacy for the incarcerated, and capacity building. Mentioned briefly at the end of the report are 16 other programs that have noteworthy literacy-related components, as well as 6 unfunded programs with primary literacy purposes. (KC)

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ED 361 502

PROFILES OF MAJOR FEDERAL LITERACY PROGRAMS

Nancy Kober

Contractor Report

Adult Literacy and New Technologies: Tools for a Lifetime

July 1992

This contractor document was prepared for the OTA assessment entitled *Adult Literacy and New Technologies: Tools for a Lifetime*. It is being made available because it contains much useful information beyond that used in the OTA report. However, it is not endorsed by OTA, nor has it been reviewed by the Technology Assessment Board. References to it should cite the contractor, not OTA, as the author.

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INTRODUCTION

Studies of the Federal role in adult literacy that seek to be all-inclusive have found dozens of Federally-funded programs--77 according to the most recent survey*--that provide, or permit funds to be used for, adult literacy or basic skills education. Many of the programs cited in these studies do not have literacy as a primary focus; often literacy education is a permissible rather than a required activity, or is of lower priority than a program's other goals.

The bulk of Federal funding for adult literacy, as well as the most significant Federal policy guidance, comes from a smaller group of programs. For that reason, this report, which profiles major Federally-funded adult literacy and basic skills education programs, takes a narrower approach. This document is based on an analysis of laws and regulations for programs that:

- have adult literacy or basic skills education as their sole purpose or as one of a limited number of primary purposes;
- explicitly authorize literacy or basic skills education as a primary means of achieving a related purpose, such as job training or American citizenship; or
- through Departmental directive, have taken on significant new literacy missions, such as Head Start family literacy programs.

These programs constitute the core of the Federal role in adult education. Together they provide a starting point for understanding the nature, themes, and breadth of the Federal contribution to adult literacy education. The profiles describe programs in terms of the following 15 characteristics:

1. Authorizing legislation
2. Federal administering agency
3. Type of literacy program
4. Purpose
5. Authorization and appropriations (fiscal years 1988 - 1992)
6. Literacy-related definitions
7. Target population
8. Administrative structure
9. Agencies delivering services
10. Major activities and services
11. Fiscal and accountability provisions
12. Coordination provisions
13. Technology provisions
14. Private sector provisions**
15. Standards, evaluations, and outcomes

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*Judith A. Alamprese and Donna M. Hughes, Study of Federal Funding Sources and Services for Adult Education (Washington, DC: Cosmos Corporation, 1990). This study was a helpful starting point for identifying an initial list of literacy-related programs, from which a subgroup were chosen for further analysis.

**Includes statutory and regulatory provisions that deal with the role of business, labor, and private for-profit institutions; does not include references to private nonprofit agencies or volunteer organizations.

Mentioned briefly at the end of the report are other programs that have noteworthy literacy-related components, as well as unfunded authorizations with primary literacy purposes.

NOTES ON METHODOLOGY

1. Purposes, definitions, and other provisions of law are often paraphrased; therefore, users of this document should refer to the statute and regulations for more detailed policy guidance.

2. Public law references generally include only the most recent amendments.

3. Types of literacy programs are categorized as follows:

Adult basic education: Instruction for adults with minimal literacy skills; in grade level equivalencies, grades 0 through 8.9.*

Adult secondary education: Instruction for adults who have not achieved proficiency in literacy skills or who lack a high school diploma or equivalent; in grade level equivalencies, grades 9 through 12.9. (See definition below in Adult Education Act Basic Grants profile.)

English literacy: Programs of instruction to help adults with limited English proficiency achieve full competence in the English language.*

Workplace literacy: Programs that teach adults literacy skills needed in the workplace.**

Family literacy: Programs that combine adult basic skills instruction for parents and other family members with literacy development for children.***

Volunteer literacy: Programs that support the development and expansion of literacy efforts conducted by volunteers or with the support of volunteer organizations.

Library literacy: Adult literacy programs located in public libraries or conducted by, or with the assistance of, public libraries.

Basic skills education: Programs to help adults improve their ability to read, write, and comprehend the English language, and to perform basic mathematical computations. As used in this report, basic skills education programs are those in which literacy and basic skills instruction is a means toward achieving another goal, such as job training or economic self-sufficiency.

Literacy for the incarcerated: Programs that serve adult inmates in correctional facilities.

Capacity building: Programs that focus on helping literacy programs, agencies and organizations improve or expand their capacity to offer services, through research, development, dissemination, training, and other activities.

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*Based on definition in Adult Education Act Basic Grants.

**Based on section 371(b) of the Adult Education Act.

***Based on definition in Ruth S. Nickse, Family and Intergenerational Literacy Programs: An Update of 'The Noises of Literacy' (Columbus, OH: Center on Education and Training for Employment, 1990), p. 1.

LIST OF ABBREVIATIONS

Federal laws

AEA:	Adult Education Act
JTPA:	Job Training Partnership Act
ESEA:	Elementary and Secondary Education Act
LSCA:	Library Services and Construction Act
JOBS:	Job Opportunities and Basic Skills Training
SLIAG:	State Legalization Impact Assistance Grants
NLA:	National Literacy Act of 1991

Federal administering agency

ED:	U.S. Department of Education
HHS:	U.S. Department of Health and Human Services
DOL:	U.S. Department of Labor
DOD:	U.S. Department of Defense
USDA:	U.S. Department of Agriculture
HUD:	U.S. Department of Housing and Urban Development

Other abbreviations

PL:	Public law
CFR:	Code of Federal Regulations
SEA:	State educational agency
LEA:	Local educational agency
IHE:	Institution of higher education
CBO:	Community-based organization
PIC:	Private industry council (JTPA administrative entity)
SDA:	Service delivery area (JTPA administrative unit)
LEP:	Limited-English-proficient
GED:	General Educational Development test (for high school equivalency diplomas)
AFDC:	Aid to Families with Dependent Children (Federally-funded public assistance)

ADULT EDUCATION ACT - BASIC GRANTS TO STATES

1. LEGISLATION: Part B of the Adult Education Act of 1966, as amended by PL 100-297 and PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education, literacy for the incarcerated, English literacy, capacity building.

4. PURPOSES:

- To improve educational opportunities for adults who lack the literacy skills needed for effective citizenship and productive employment.
- To expand the adult education delivery system.
- To help adults acquire the basic skills they need to be functionally literate, benefit from job training, and complete secondary school.

5. FUNDING LEVELS

Authorization: $260 million FY 1992 and such sums as necessary for FY 1993 through FY 1995.

Appropriations:

FY 92: $235,750,000

FY 91: $201,032,000

FY 90: $157,811,000

FY 89: $136,344,000

FY 88: $115,367,000

6. LITERACY-RELATED DEFINITIONS:

Adult An individual who is at least 16 or beyond the State age of compulsory schooling. (This definition in the AEA is cross-referenced or used in a variety of other Federal laws.)

Adult education. Services or instruction below the college level for adults:
(1) who are not enrolled (or required to be enrolled) in secondary school;
(2) who lack sufficient mastery of basic skills to enable them to function effectively in society or who do not have a high school diploma or its equivalent; and
(3) whose lack of mastery of basic skills . . . substantially impairs their ability to get and keep employment commensurate with their abilities.

Adult basic education. Instruction for adults who (1) have minimal competence in reading, writing and computation; or (2) are not sufficiently competent to (a) meet the educational requirements of adult life in the US or (b) speak, read, or write the English language to allow employment commensurate with the adult's real ability. If grade level measures are used, adult basic education includes grades 0 through 8.9.

Adult secondary education. Instruction for adults who (1) are literate and can function in everyday life but are not proficient; or (2) do not have a certificate of secondary school graduation or its equivalent. If grade levels are used, adult secondary education includes grades 9 through 12.9.

Educationally disadvantaged adult. An adult who (1) demonstrates basic skills equivalent to or below that of students at the 5th grade level; or (2) has been placed in the lowest or beginning level of an adult education program when that program does not use grade equivalencies.

Individual of limited English proficiency. An adult or out-of-school youth who has limited ability in speaking, reading, writing, or understanding the English language and (A) whose native language is a language other than English or (B) who lives in a family or community environment where a language other than English is the dominant language.

English literacy program. A program of instruction designed to help LEP adults or out-of-school youth achieve full competence in the English language.

Literacy. "An individual's ability to read, write, and speak in English, compute, and solve problems, at levels of proficiency necessary to function on the job and in society, to achieve one's goals, and to develop one's knowledge and potential."*

7. TARGET POPULATION: Adults with less than a high school education, with preference to educationally disadvantaged adults at or below the 5th grade level. Incarcerated and other institutionalized adults. Public housing residents.

8. ADMINISTRATIVE STRUCTURE: The Secretary distributes formula grants to States based on numbers of adults without a high school diploma.

States distribute funds to local eligible agencies (see item #9 below), based on past effectiveness, degree of coordination with other community services, and commitment to serve adults most in need of literacy services. States must give priority to programs that serve educationally disadvantaged adults.

The 1991 NLA amended the AEA basic grant intrastate distribution provisions to provide "direct and equitable access to all Federal funds" by a variety of local service providers (see item #9 below). SEAs that fail to assure this access are disqualified from funding.

States must also make competitive "Gateway Grants" to public housing authorities for literacy programs and related activities.

9. AGENCIES DELIVERING SERVICES: LEAs, correctional education agencies, CBOs, public or private nonprofit agencies, postsecondary institutions, institutions serving educationally disadvantaged adults, and other institutions able to provide literacy services to adults and families.

Private for-profit agencies may carry out programs (as part of a consortium with public or private nonprofit groups) if they can make a significant contribution.

Public housing authorities carry out Gateway Grant programs.

10. MAJOR ACTIVITIES AND SERVICES: Adult basic education, adult secondary education, bilingual adult education or ESL, and support services (such as child care and transportation).

Basic grants activities are subject to several set-asides and limitations:

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*This definition, contained in the AEA regulations in 34 CFR 460.4, does not appear in the AEA itself but is taken from the NLA.

- No more than 20% of a State's basic grant may be used for adult secondary education programs.
- At least 10% must be used for programs for incarcerated or other institutionalized adults.
- At least 15% must be used for training teachers, volunteers, and administrators and for special projects using innovative instructional methods or promoting coordination.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

Administrative costs. State administrative costs are limited to 5% or $50,000, whichever is greater. Local administrative costs are limited to 5% (subject to negotiation with the SEA).

Matching requirements. The Federal share for FY 1992 and beyond is 75%.

Maintenance of effort. States must maintain fiscal effort per student from State and local funds. (In exceptional circumstances, the Secretary may waive this requirement for one year.)

Supplement not supplant. Federal funds must supplement and not supplant the amount of State and local funding for the purposes of the Act.

Documents. States must submit a four-year State plan, a State application, and an annual report to the Secretary.

12. COORDINATION PROVISIONS:

State plan review. SEAs must submit their adult education State plans to the State vocational education board, the State job training coordinating council, and the State postsecondary board, for review and comment.

Joint planning. State plans must propose methods for joint planning and program coordination with a range of other Federal and State programs (including job training, vocational education, immigration, vocational rehabilitation, special education, Indian education, higher education, and VISTA programs).

Advisory council. The optional State advisory council on adult education and literacy includes representatives from the major State agencies administering literacy-related programs, and is charged with advising on comprehensive State planning, State reporting requirements, and State and local program coordination.

Expansion through service coordination. State plans must describe how the adult education delivery system will be expanded through coordination among a range of local agencies (public schools, businesses, unions, libraries, IHEs, public health authorities, employment and training programs, antipoverty programs, homeless programs, and community and volunteer organizations).

Volunteer coordination. State plans must also describe how they will use volunteers, especially VISTA Literacy Corps volunteers, to supplement the efforts of paid instructors.

LEP program coordination. Programs for LEP adults must be coordinated with bilingual adult programs under the Federal Bilingual Education Act and the Perkins Vocational Education Act.

Incarcerated education. Under the 10% set-aside for inmates and institutionalized adults, the State is encouraged to coordinate educational services with agencies that provide post-release services to

criminal offenders. States may also use funds under this set-aside to offer cooperative education and training programs with educational institutions, CBOs, and businesses.

Special projects. Under the 15% set-aside for training and special projects, States may support adult education programs "that have unusual promise in promoting a comprehensive or coordinated approach to the problems of adults with educational deficiencies."

Local coordination. In determining which local projects to support, SEAs must consider the degree to which applicants will coordinate with other literacy and social services in the community. Local applicants must describe the cooperative arrangements they have made with business, industry, voluntary literacy organizations and others to avoid duplication of services. The law particularly mentions coordination with Federal JTPA, vocational education, vocational rehabilitation, special education, Indian education, higher education, and VISTA programs.

Public housing agencies receiving Gateway Grants must consult with other local adult education service providers.

13. TECHNOLOGY PROVISIONS: No special provisions

14. PRIVATE SECTOR PROVISIONS:

State plan input. Representatives of the private sector (as well as the public sector) must help develop the State plan.

State council. The optional State advisory council includes private sector representatives and is charged with advising the Governor and State agencies on public-private partnerships and other private sector initiatives to improve adult education.

15. STANDARDS, EVALUATIONS, AND OUTCOMES:

Secretarial responsibilities. By July 25, 1992, the Secretary must develop indicators of program quality and success in student recruitment, retention, and improvement of literacy skills.

Gateway Grants. At least every two years the Secretary must evaluate the Gateway Grants program and report the results to Congress.

SEA goals and quality indicators. In their State plans, SEAs must set measurable goals for improving literacy levels throughout the State. By July 25, 1993, each State must develop program quality indicators to be used to evaluate local program effectiveness in recruiting, retaining, and improving the literacy skills of participants.

State evaluation responsibilities. States must conduct program reviews and evaluations of all programs funded under the AEA; at least 20% of local programs must be evaluated each year, measuring success against the State's program quality indicators. States must use evaluation findings to identify program that are not meeting their goals.

Advisory council. The optional state advisory council is charged with developing reporting requirements and standards for outcomes, performance measures, and program effectiveness in State adult education programs. These standards must be consistent with those proposed by the Federal Interagency Task Force on Literacy.

ADULT EDUCATION ACT - STATE LITERACY RESOURCE CENTERS

1. LEGISLATION: Part B of the Adult Education Act of 1966, as amended by PL 100-297 and PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Capacity building

4. PURPOSES:

- To stimulate coordination of literacy programs.
- To enhance State and local capacity to provide literacy services.
- To establish a State link between the National Institute for Literacy and local service providers, to share information and expertise.

5. FUNDING LEVELS

Authorization: $25 million for FY 1992 and such sums as necessary through FY 1995.

Appropriations:

FY 92: $5,000,000	**FY 89:** 0
FY 91: 0	**FY 88:** 0
FY 90: 0	

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: This is not a direct service program.

8. ADMINISTRATIVE STRUCTURE: The Secretary makes formula grants to Governors in proportion to their State's shares of AEA basic grants. A group of States may support a regional center.

9. AGENCIES DELIVERING SERVICES: The Governor selects any of the following to operate the center: the SEA, one or more LEAs, a State office on literacy, a volunteer organization, a CBO, a higher education institution, or another nonprofit entity. The Center is funded through a competitive contract from the Governor.

States must ensure access to the Center's services and maximum participation of all public and private programs, including LEAs, corrections agencies, JTPA service providers, welfare agencies, labor organizations, businesses, volunteer groups, and CBOs.

10. MAJOR ACTIVITIES AND SERVICES:

- Improving and promoting state-of-the-art teaching methods, technologies, and program evaluations.
- Coordinating literacy programs and services within and among States and with the Federal government.
- Encouraging public-private partnerships.
- Encouraging innovation and experimentation.

- Providing training, technical assistance, and policy assistance.
- Facilitating training of full-time professional adult educators.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: States must match Federal funds by 20% during the first two years, 30% during the next two years, and 40% thereafter.

12. COORDINATION PROVISIONS:

- Improving program coordination at the State and local levels is a primary purpose of the Centers.
- States must describe in their applications the procedures they will use to coordinate literacy activities of State and local public and private efforts.
- Among the activities of the Centers are developing innovative approaches for coordinating literacy services within and among States and with the Federal government; assisting public and private agencies in coordinating delivery of services; and encouraging government and industry partnerships.

13. TECHNOLOGY PROVISIONS:

- Centers may use funds to improve and promote the diffusion and adoption of technologies.

- Centers may also provide training and technical assistance to literacy instructors in selecting and making the most effective uses of state-of-the-art technologies, such as computer-assisted instruction, video tapes, interactive systems, and data link systems.

- Centers may not use more than 10% of their Federal grant to buy computer hardware or software. In certain circumstances, equipment that is bought with these funds may be used, after hours and on weekends, for other instructional purposes.

14. PRIVATE SECTOR PROVISIONS: A primary purpose of the Centers is to encourage government and industry partnerships.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: A function of the Centers is to improve and disseminate program evaluations.

ADULT EDUCATION ACT - WORKPLACE LITERACY PARTNERSHIPS

1. LEGISLATION: Part C of the Adult Education Act of 1966, as amended by PL 100-297 and PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED (in consultation with DOL and the Small Business Administration)

3. TYPE OF LITERACY PROGRAM: Workplace literacy

4. PURPOSE:

- To improve workforce productivity by teaching adults literacy skills needed in the workplace.
- To develop large-scale national strategies for effectively providing literacy and basic skills training to workers.

5. FUNDING LEVELS

Authorization: $ 60 million for FY 1992 and sums as necessary through FY 1995.

Appropriations:

FY 92: $19,251,000

FY 91: $19,251,000

FY 90: $19,726,000

FY 89: $11,856,000

FY 88: $9,574,000

6. LITERACY-RELATED DEFINITIONS:

Adult worker. An individual who is at least 16 or beyond the State age of compulsory schooling and "whose receipt of project services is expected to result in new employment, enhanced skills related to continued employment, career advancement, or increased productivity."

7. TARGET POPULATION: Adult workers who are eligible under the Adult Education Act (see State basic grants profile).

8. ADMINISTRATIVE STRUCTURE:

Appropriations under $50 million. When appropriations for this program are less than $50 million (as they have been since the program's inception), the Secretary makes competitive grants directly to eligible partnerships. Partnerships that include small businesses receive priority.

$50 million and over. If appropriations equal at least $50 million, the Secretary makes formula grants to States, proportionate to their shares of AEA basic grants; States in turn fund eligible partnerships.

$25 million and over. If appropriations equal at least $25 million, then the Secretary reserves $5 million for competitive grants to unions and businesses to establish large-scale national strategies in workforce literacy. (This program has not been funded.)

9. AGENCIES DELIVERING SERVICES:

Regular program. Whether the program is operated as a national or a State-administered grant program, eligible partnerships must include at least one partner from each of two groups:
(1) business, industry, labor organizations, or private industry councils; and
(2) SEAs, LEAs, IHEs, schools, employment and training agencies, or CBOs.

The partnership that receives the grant may also make sub-grants to local partnerships that may include all of the above, plus area vocational schools.

National strategies program. Unions (alone or in collaboration with businesses or with other service providers eligible for AEA basic grants); and small and medium-sized businesses.

10. MAJOR ACTIVITIES AND SERVICES:

- Adult literacy and basic skills education.
- Adult secondary education.
- Programs for LEP adults.
- Upgrading or updating basic skills to meet changes in the workplace.
- Improving adults' competency in speaking, listening, reasoning, and problem solving.
- Education counseling, transportation, and child care to facilitate participation.
- Developing national strategies for workforce literacy.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Partnerships must match 30% of the total program cost.

12. COORDINATION PROVISIONS:

Federal coordination. The Secretary of Education must consult with the Secretary of Labor and the Administrator of the Small Business Administration in making grants for this program.

Partnership concept. The partnership nature of the program builds in coordination among the private and public sectors.

National strategies. If the national strategies program receives funding, priority goes to programs that forge cooperative arrangements with other literacy and basic skills training service providers.

13. TECHNOLOGY PROVISIONS:

- Funds may be used to help update workers' basic skills to meet changes in technology. The Secretary may give competitive priority to projects in industries retooling with high technology.

- In making grants under the National Strategies program (as yet unfunded), the Secretary may consider whether applications have an interactive video curriculum. National strategies grants may be used to establish "technology-based learning environments"; however, according to the regulations, the Secretary may limit the amount of funds that may be used for this purpose, including amounts for hardware and software.

14. PRIVATE SECTOR PROVISIONS: Business, industry, labor organizations, or private industry councils must have a primary role in developing and implementing these programs.

15. STANDARDS, EVALUATIONS, AND OUTCOMES:

National program. When operated as a national program, the Secretary reserves up to 2% of the appropriation for an independent national evaluation of the program, in terms of workers' improved literacy skills and productivity. In addition, individual projects must evaluate the effects of the project on job advancement, performance and retention.

State program. When operated as a State formula grant program, States must obtain annual third-party evaluations of the programs' overall effectiveness and the achievement of participating workers.

National strategies. In the national workplace strategies program, the Secretary may give priority to programs that include evaluation approaches that relate learning gains to workplace outcomes (promotion readiness and reductions in waste, management, and turnover time).

ADULT EDUCATION ACT - ENGLISH LITERACY GRANTS

1. LEGISLATION: Part C of the Adult Education Act of 1966, as amended by PL 100-297.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: English literacy

4. PURPOSE: To establish, operate and improve English literacy programs for LEP adults.

5. FUNDING LEVELS

Authorization: $30.5 million for FY 1992 and $32 million for FY 1993

Appropriations:

FY 92: $1,000,000

FY 91: $976,000

FY 90: $5,888,000

FY 89: $4,940,000

FY 88: 0

6. LITERACY-RELATED DEFINITIONS: See definitions of "English literacy" and "individual with limited English proficiency" for State grant profile.

7. TARGET POPULATION: Limited English proficient adults

8. ADMINISTRATIVE STRUCTURE: The Secretary makes competitive grants to SEAs. Depending on availability of funds, the Secretary may reserve up to 10% of the appropriation for direct grants and contracts for demonstration programs to develop innovative approaches for serving LEP adults.

9. AGENCIES DELIVERING SERVICES:

Regular program. States must award at least half the funds to CBOs with demonstrated capabilities to administer English literacy programs.

Demonstration grants. The Secretary's demonstration grants go to public and private nonprofit agencies, organizations, and institutions. For FY 1992, ED has given sole priority to partnerships that include at least one CBO and at least one community college or technical institute (but which may include other agencies and institutions).*

10. MAJOR ACTIVITIES AND SERVICES: English literacy programs; and support services, including child care and transportation. For FY 1992 funds, ED has given priority for demonstration grants to transitional English literacy programs that coordinate services among instructional levels and help prepare participants for vocational education or college transfer programs.

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*Federal Register, November 19, 1991, p. 58480.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: States must submit reports to the Secretary describing the activities they fund. States may not use more than 5% for administration, technical assistance, and training.

12. COORDINATION PROVISIONS: Funds under this program may be combined with other Federal funds for literacy training for LEP adults. Under the national demonstration program, the Secretary gives priority to partnership projects that coordinate services among all service providers.

13. TECHNOLOGY PROVISIONS: In making national demonstration grants, the Secretary considers how the project "incorporates the use of new instructional methods and technologies."

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The Secretary must evaluate the effectiveness of the English literacy programs. In addition, participating SEAs must do their own program reviews and evaluations.

ADULT EDUCATION ACT - NATIONAL PROGRAMS

1. LEGISLATION: Part D of the Adult Education Act of 1966, as amended by PL 100-297 and PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Capacity building.

4. PURPOSE: Part D of Title IV of the AEA (National Programs) authorizes a range of national demonstration projects, technical assistance activities, and national research activities. The Secretary of ED has discretion over which of the authorized projects to support. Funding for the National Institute for Literacy (see description in following profile) also comes from this Title.

5. FUNDING LEVELS

Authorization: Up to $3 million per year, through FY 1995, for Title IV research, demonstration, and technical assistance activities, plus an additional $15 million per year for the National Institute for Literacy.

Appropriations:*

FY 92: $9,000,000*

FY 91: $7,807,000*

FY 90: $1,973,000

FY 89: $1,976,000

FY 88: $1,915,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Most of the activities conducted under Title IV are capacity building and not direct service projects. At his or her discretion, the Secretary may use funds to train volunteer tutors and to support national demonstration programs to serve migrant farmworkers and immigrants.

8. ADMINISTRATIVE STRUCTURE: The Secretary conducts some research, demonstrations, and evaluation studies directly at the national level, while others are done through grants or cooperative agreements with public or private agencies, organizations, institutions, or individuals. For demonstration projects, the Secretary makes direct competitive grants to States and local eligible recipients.

9. AGENCIES DELIVERING SERVICES: Most of the Title IV activities do not involve direct literacy services.

10. MAJOR ACTIVITIES AND SERVICES: With Title IV funds, the Secretary supports applied research, development, demonstration, dissemination, evaluation, and related activities that will help improve and expand adult education. As part of these activities, the Secretary must:

- establish a National Institute for Literacy in conjunction with HHS and DOL (see description in following profile);

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*Appropriations for FY 1991 and FY 1992 include funding for the National Institute for Literacy at the following levels: $5 million for FY 1992 and $4.8 million for FY 1991.

- establish a national clearinghouse on literacy and adult education; and
- conduct a National Adult Literacy Survey (NALS) using a definition of adult literacy developed earlier by the Secretary.

At his or her discretion, the Secretary may:

- support a special demonstration program for migrant farmworkers and immigrants. (This has been funded in the past and is completed); and
- make grants for programs that train volunteer tutors (This has never been funded).

In recent years, the Secretary has supported such activities as:

- studies and conferences on what works in adult education;
- national evaluations of Federal adult literacy programs;
- case studies and data analysis; and
- technical assistance to improve evaluation capabilities.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Standard Federal grant and contracting requirements apply.

12. COORDINATION PROVISIONS: In determining the criteria for defining literacy, the Secretary must consider the reports of the National Assessment of Educational Progress and others.

13. TECHNOLOGY PROVISIONS: Regulations specify that the Secretary may use national research funds to evaluate educational technology and computer software for adults.

14. PRIVATE SECTOR PROVISIONS: Private organizations are eligible for grants. In addition, regulations specify that the Secretary may use national research funds to support exemplary cooperative programs combining resources of business, schools, and community organizations.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: A major purpose of the national activities is improving program evaluation. In addition, applicants for national program grants or contracts must have an evaluation plan that, to the extent possible, uses objective and quantifiable methods.

NATIONAL INSTITUTE FOR LITERACY

1. LEGISLATION: Part D of the Adult Education Act of 1966, as amended by PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED, HHS, and DOL

3. TYPE OF LITERACY PROGRAM: Capacity building.

4. PURPOSE: To improve research, development, and information dissemination.

5. FUNDING LEVELS

Authorization: $15 million for FY 1992 and each of the following years through FY 1995.

Appropriations:

FY 92: $5,000,000	**FY 89:** 0
FY 91: $4,800,000	**FY 88:** 0
FY 90: 0	

6. LITERACY-RELATED DEFINITIONS: See definition of literacy for AEA Basic Grants.

7. TARGET POPULATION: This is not a direct service program, although discretionary grantees may serve literacy clients.

8. ADMINISTRATIVE STRUCTURE: The Secretaries of Education, HHS, and Labor make an interagency agreement to administer a National Institute for Literacy. A board appointed by the President with advice and consent of the Senate is responsible for providing independent advice on the Institute's operations. The Institute is to be housed in offices separate from its administering agencies.

The Institute may enter into contracts and cooperative agreements with individuals and public and private nonprofit agencies, organizations, and institutions.

9. AGENCIES DELIVERING SERVICES: This is not a direct service program.

10. MAJOR ACTIVITIES AND SERVICES: The Institute has several responsibilities, among them:

- assisting Federal agencies in setting literacy objectives;
- conducting research and demonstrations;
- helping Federal, State and local agencies develop, implement, and evaluate literacy policy;
- establishing a national literacy data base;
- providing program assistance, technical assistance, and training throughout the US;
- collecting and disseminating information;
- reviewing and making recommendations about reporting requirements, performance measures, and program standards;
- establishing a toll-free hot line; and
- awarding fellowships to outstanding adult educators.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: No special provisions

12. COORDINATION PROVISIONS: The administration of the Institute by interagency agreement of three Departments is intended to enhance coordination at the Federal level.

The Institute has certain duties related to coordination:

- providing technical and policy assistance to government agencies to help them develop model systems for coordinating Federal literacy programs that can be replicated at the State and local levels;
- reviewing and making recommendations about uniform reporting requirements; and
- coordinating its research with activities of other Federally-funded education research labs, vocational education curriculum centers, and education and training entities.

13. TECHNOLOGY PROVISIONS: The Institute is charged with conducting research on the use of technology to help people acquire literacy skills.

14. PRIVATE SECTOR PROVISIONS: Businesses and labor organizations with an interest in literacy are to be represented on the Institute's advisory board.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The Institute will:

- advise on the development of performance measures and program effectiveness standards for literacy programs; and
- establish a national data base on assessment tools and outcome measures.

COMMERCIAL DRIVERS PROGRAM

1. LEGISLATION: Higher Education Technical Amendments of 1991, PL 102-26.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Workplace literacy

4. PURPOSE: To increase the literacy skills of commercial truck drivers to enable them to pass the written test mandated by the Commercial Motor Vehicle Safety Act of 1986 (PL 99-570).

5. FUNDING LEVELS

Authorization: $3 million per year through FY 1993.

Appropriations:

FY 92: $2,500,000

FY 91: $1,952,000

FY 90: 0

FY 89: 0

FY 88: 0

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Commercial truck drivers who were licensed before the Commercial Motor Vehicle Safety Act of 1986 took effect.

8. ADMINISTRATIVE STRUCTURE: The Secretary makes competitive grants to four types of grantees:

(1) LEAs, SEAs, and IHEs (including community colleges);
(2) private companies employing commercial drivers, applying in partnership with LEAs, SEAs, or IHEs;
(3) approved apprenticeship training programs; and
(4) labor organizations that include commercial drivers.

9. AGENCIES DELIVERING SERVICES: See preceding paragraph.

10. MAJOR ACTIVITIES AND SERVICES: Increasing the literacy skills of commercial drivers so they can pass the commercial drivers' test.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Grantees must provide a 50% match.

12. COORDINATION PROVISIONS: Grantees are required to refer to other appropriate adult education programs those drivers whose literacy problems are different from or beyond the scope of the skills needed to pass the commercial drivers' test.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: Private employers and unions are eligible grantees.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: No special provisions

FUNCTIONAL LITERACY AND LIFE SKILLS FOR STATE AND LOCAL PRISONERS

1. LEGISLATION: National Literacy Act, PL 102-73, as amended by PL 102-103.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Literacy for the incarcerated

4. PURPOSE: The law authorizes two types of grants:

(1) grants to establish functional literacy programs for adult prisoners; and
(2) grants to reduce recidivism through the development and improvement of life skills for adult prisoners.

5. FUNDING LEVELS

Authorization: $10 million for FY 1992, $15 million for FY 1993, $20 million for FY 1994, and $25 million for FY 1995.

Appropriations:

FY 92: $5 million

FY 91: 0

FY 90: 0

FY 89: 0

FY 88: 0

6. LITERACY-RELATED DEFINITIONS:

Functional literacy. At least an 8th grade equivalence, or a functional criterion score, on a nationally recognized literacy assessment.

Life skills. Self-development, communication skills, job and financial skills development, education, interpersonal and family relationships development, and stress and anger management.

7. TARGET POPULATION:

Functional literacy. Adults who are incarcerated in the system, prisons, jails or detention centers of the grantee and who are not functionally literate are required to participate in the program until they achieve functional literacy and meet certain other criteria specified in the law. Inmates who are under death sentence, terminally ill, or serving irrevocable life sentences are exempted.

Life skills. Adult prisoners.

8. ADMINISTRATIVE STRUCTURE: The Secretary of Education makes competitive grants to State or local correctional agencies or correctional education agencies for two different programs:

(1) demonstration or system-wide programs in functional literacy; and
(2) programs to improve prisoners' life skills needed for reintegration into society.

9. AGENCIES DELIVERING SERVICES: State and local correctional agencies or correctional education agencies.

10. MAJOR ACTIVITIES AND SERVICES:

Functional literacy. Functional literacy training; and screening and testing inmates to determine their functional literacy and identify learning disabilities.

Life skills. Activities to develop life skills, as defined above. Projects using unique and innovative techniques are encouraged.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Grantees must submit a detailed annual report.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: If possible, functional literacy programs must use "advanced technologies, such as interactive video and computer-based adult literacy learning."

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Grantees under both programs must conduct an evaluation assessing how effective the project was in improving either the functional literacy or life skills of prisoners. This assessment must include a comparison group who receive different training or no services. To the extent feasible, evaluations must include a one-year, post-release review. Projects are encouraged to use a random assignment evaluation design.

MCKINNEY ADULT EDUCATION FOR THE HOMELESS

1. LEGISLATION: Stewart B. McKinney Homeless Assistance Act, as amended by PL 101-645.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education, basic skills education.

4. PURPOSE: To provide literacy training for homeless adults.

5. FUNDING LEVELS

Authorization: Such sums as necessary for FY 1992 and FY 1993.

Appropriations:

FY 92: $9,759,000

FY 91: $9,759,000

FY 90: $7,397,000

FY 89: $7,094,000

FY 88: $7,180,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Homeless adults age 16 or older (or who are beyond the State's age of compulsory education) and who lack a high school diploma or the basic skills to get a full-time job.

8. ADMINISTRATIVE STRUCTURE: ED makes competitive grants to SEAs; the amount of funds a State receives is based on its homeless population.

9. AGENCIES DELIVERING SERVICES: SEAs may deliver services directly or through public or private agencies, institutions, and organizations, including homeless shelters.

10. MAJOR ACTIVITIES AND SERVICES:

- Basic skills remediation and literacy training.
- Outreach activities to identify, inform, and recruit homeless adults for programs.
- Developing special curricula and counseling services for homeless adults.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: No special provisions.

12. COORDINATION PROVISIONS:

State requirement. The State program must "be coordinated with existing resources, such as community-based organizations, VISTA recipients, adult basic education program recipients, and nonprofit literacy-action organizations."

Competitive edge. In judging applications, the Secretary considers the extent to which the State has cooperative relationships with other service agencies to provide an integrated package of support services--such as food, shelter, counseling and health care--to the target group.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions

15. STANDARDS, EVALUATIONS, AND OUTCOMES: SEAs must establish "written, measurable goals and objectives" for the project. States must have an evaluation plan to objectively and quantifiably measure the program's success in meeting its goals and objectives. The evaluation plan must also allow for frequent evaluation feedback from participants, teachers, and community groups and describe the types of instructional materials the State will make available to service providers.

SPECIAL PROGRAMS FOR INDIAN ADULTS

1. LEGISLATION: Indian Education Act of 1988, Title V, Part C of PL 100-297.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education, capacity building.

4. PURPOSE: To improve educational opportunities through the high school equivalency level for Indian adults.

5. FUNDING LEVELS

Authorization: Such sums as necessary through FY 1993.

Appropriations:

FY 92: $4,349,000

FY 91: $4,226,000

FY 90: $4,078,000

FY 89: $4,000,000

FY 88: $3,000,000

6. LITERACY-RELATED DEFINITIONS:

Adult. An individual who is 16 or older or beyond the State age of compulsory education.

Adult education. Instruction below the college level for adults not enrolled in secondary school who lack "the basic skills to enable them to function effectively in society or a certificate of graduation" from secondary school.

7. TARGET POPULATION: Indian adults who are not literate or lack a high school diploma.

8. ADMINISTRATIVE STRUCTURE: This program supports two types of direct competitive grants from the Federal level:

(a) grants to Indian tribes, institutions and organizations for educational service projects; and
(b) grants to SEAs and LEAs and to Indian tribes, organizations, and institutions for planning, pilot and demonstration projects for Indian adults.

Public agencies and institutions may also receive grants to disseminate information about Indian adult education programs and to evaluate programs.

9. AGENCIES DELIVERING SERVICES: SEAs, LEAs, and Indian tribes, organizations, and institutions.

10. MAJOR ACTIVITIES AND SERVICES: Basic literacy and adult secondary education services; pilot programs to improve educational and employment opportunities; research and development; surveys and evaluations of the extent of illiteracy among Indian adults; and dissemination of information and materials about adult education programs for Indians.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Individuals to be served and Indian tribes must be involved in program planning, development, and evaluation.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Grants are available to evaluate the effectiveness of Federal adult education programs that serve Indian adults. Applicants for any types of grant under this program must evaluate the effectiveness of their projects.

EVEN START FAMILY LITERACY

1. LEGISLATION: Title I, Chapter 1, Part B of the Elementary and Secondary Education Act of 1965, as amended by PL 100-297 and PL 102-73.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Family literacy

4. PURPOSE: To integrate early childhood education and adult education for parents into a unified program that helps parents become full partners in their children's education.

5. FUNDING LEVELS

Authorization: $100,000,000 for FY 1992; such sums as necessary for FY 1993.

Appropriations:*

FY 92: $70,000,000*

FY 91: $49,770,000*

FY 90: $24,201,000*

FY 89: $14,820,000*

FY 88: 0

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Parents eligible for adult basic education programs under the AEA, and their children from birth through age 7 who live in a regular Chapter 1 school attendance area. If a participating family becomes ineligible because the children have grown older or the parents have advanced educationally, then the family may stay in the program until the parents achieve their educational goals and all the children in the family turn 8.

8. ADMINISTRATIVE STRUCTURE:

Appropriations under $50 million. When appropriations remain under $50 million (as they did through FY 1991), the Secretary of Education makes competitive grants directly to eligible entities or consortia thereof. Eligible entities include:

- LEAs applying in collaboration with a CBO, IHE, or other public agency or nonprofit organization;
- CBOs or other nonprofit organizations of demonstrated quality, applying in collaboration with an LEA; or
- Indian tribes and tribal organizations.

Over $50 million. When appropriations exceed $50 million (as they have in FY 1992), the Secretary allocates funds to SEAs using the regular Chapter 1 formula. SEAs in turn make competitive grants to eligible entities within their State, using Federal selection criteria or other criteria described in their State plans.

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*Appropriations are for the entire program; specific amounts for adult literacy are not available.

Review panels. Whether the program operates as a national or State competition, grantees are selected by review panels of experts in relevant fields, including adult education professionals and community-based literacy organizations.

Priorities. Federal or State review panels must give priority to applicants in areas of high need and that demonstrate the ability to operate an effective program.

Migrant. Under either the national or the State-administered versions, funds are also reserved by the Secretary for programs for migrant children and adults and for grants to Indian tribes.

9. AGENCIES DELIVERING SERVICES: LEAs, CBOs, IHEs, Indian tribes, or other public agency or nonprofit organization.

10. MAJOR ACTIVITIES AND SERVICES: Every Even Start program must include literacy instruction for parents, training to help parents support their children's education, and education to prepare children for success in school (along with other elements specified in the law). Programs should also include home-based services.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

- Grants cover a period up to four years.
- Projects must match Federal funds, in cash or in kind, by a percentage rising from 10% to 40% over the four-year grant period. The Secretary or the SEA may waive the matching requirement and negotiate a lower match if an eligible entity could not participate otherwise.
- Federal funds must be supplementary to other funds.
- States must annually report information required by the Secretary under the State-administered program.

12. COORDINATION PROVISIONS:

In general. Even Start programs must be coordinated with AEA programs, JTPA, Chapter 1 and Chapter 2 of ESEA, Head Start, special education, volunteer literacy, and other relevant programs. The Secretary (or the SEA, as the case may be) must take into account the degree of coordination among relevant service providers when making funding decisions and evaluating programs.

State coordination. When Even Start operates as a State-administered programs, SEAs must make plans for coordinating with other appropriate State offices, including the adult education and early childhood offices, State literacy councils, and the offices that administer JTPA, Chapter 1, Chapter 2, Head Start, and special education.

Local coordination. Applicants must describe how they will coordinate with these other programs. Local projects are encouraged to "build on existing community resources."

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: Review panels must include one business representative.

15. STANDARDS, EVALUATIONS, AND OUTCOMES:

National evaluation. The Secretary of Education arranges for an independent annual evaluation of the effectiveness of Even Start programs in providing adult education, parent training, and other services. Participants are compared with control groups.

Project-level evaluation. Regulations further require applicants to develop a plan for measuring the progress and success of their project; the plan must use "concrete and quantifiable means of measurement" and if possible, include "comparisons with appropriate control groups."

BILINGUAL FAMILY ENGLISH LITERACY

1. LEGISLATION: Title VII of the Elementary and Secondary Education Act of 1965, known as the Bilingual Education Act, as amended by PL 100-297.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Family literacy and English literacy

4. PURPOSE: To help LEP adults and out-of-school youth achieve competence in the English language.

5. FUNDING LEVELS

Authorization: Such sums as necessary through FY 1993 for the entire Title VII.

Appropriations:*

FY 92: $6,100,000	**FY 89:** $4,700,000
FY 91: $5,500,000	**FY 88:** $4,500,000
FY 90: $4,900,000	

6. LITERACY-RELATED DEFINITIONS:

Limited English proficient. Individuals who:

- were not born in the US or whose native language is a language other than English;
- come from environments where a language other than English is dominant; or
- are American Indians or Alaska Natives and come from environments where a language other than English has had a significant impact on their level of English language proficiency.

In all of the above cases, individuals must have sufficient difficulty speaking, reading, writing, or understanding English to deny them the opportunity to learn successfully in classrooms where the language of instruction is English or to participate fully in society.

Family English literacy program. A program of instruction to help LEP adults and out-of-school youth achieve competence in the English language.

7. TARGET POPULATION: LEP adults and out-of-school youth, with preference to parents and immediate family members of children enrolled in Federal Title VII bilingual education programs.

8. ADMINISTRATIVE STRUCTURE: The Secretary makes direct, competitive grants to LEAs, IHEs (including community and junior colleges), or private nonprofit organizations, applying separately or jointly.

9. AGENCIES DELIVERING SERVICES: LEAs, IHEs, and private nonprofit organizations.

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*Amounts available for family literacy grants are determined annually by the Department of Education, from the total amount appropriated for Part A of the Bilingual Education Act.

10. MAJOR ACTIVITIES AND SERVICES: This program supports instruction:

- in English literacy;
- on how parents and family members can help the educational achievement of their LEP children; and
- that helps eligible aliens gain knowledge of English, US history and US government.

Instruction may be exclusively in English or in English and the participants' native language.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Grants are for 3 years. Applicants must show commitment to continue and expand the project after Federal funding ceases.

12. COORDINATION PROVISIONS:

Federal coordination. In administering all Title VII programs, the Secretary of Education is directed to coordinate with other relevant programs within the Department, including programs of teacher training, program content, research, and curriculum.

Coordination with LEAs. Applicants that are not LEAs must describe how they will coordinate their programs with an LEA, to ensure that the program will help family members promote the academic progress of their children.

13. TECHNOLOGY PROVISIONS: All Title VII programs may use Federal funds "to provide technology-based instruction."

14. PRIVATE SECTOR PROVISIONS: No special provisions

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The regulations contain specific requirements grantees must follow in designing evaluations. Evaluations must:

- Measure participants' progress against a comparison group.
- Meet certain technical standards related to representativeness, reliability and validity of evaluation instruments, and minimization of errors.
- Provide objective measures of academic achievement.
- Collect background information on participants, activities, pedagogical methods, instructional time, and staff qualifications.
- Be reported annually.

TITLE I, LSCA - PUBLIC LIBRARY SERVICES

1. LEGISLATION: Title I of the Library Services and Construction Act, as amended by PL 101-254.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Though not the primary focus of this program, library literacy is an allowable activity.

4. PURPOSE: The program's broad purpose is to plan, establish, extend, and improve public library services in areas with inadequate services. As part of this purpose, the program authorizes funds to help libraries provide literacy programs and to support model library literacy centers.

5. FUNDING LEVELS

Authorization: Such sums as necessary through FY 1994.

Appropriations:*

FY 92: $83,898,000*

FY 91: $83,897,000*

FY 90: $82,505,000*

FY 89: $81,009,000*

FY 88: $78,986,000*

6. LITERACY-RELATED DEFINITIONS: The regulations contain the following definitions:

Illiteracy. The inability to read, write, or comprehend or to perform basic arithmetical computations.

Limited English proficiency. Defined as in the Bilingual Education Act (see preceding profile).

Literacy. The ability of an individual to read, write, and comprehend and to perform basic arithmetical computations.

Literacy program. A project or activity designed to help individuals improve their ability to read, write, or comprehend or to perform basic arithmetical computations.

7. TARGET POPULATION: For the literacy components, functionally-illiterate adults and school dropouts.

8. ADMINISTRATIVE STRUCTURE: The Secretary allocates funds to State library agencies using a population-based formula. States determine the activities that will be supported, within the limits prescribed by law and in accordance with a State plan. States must give priority to programs that combat illiteracy and that improve access to libraries for LEP individuals.

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*Appropriations are for the entire program and not just for literacy-related expenditures. The specific amount for literacy is not available.

9. AGENCIES DELIVERING SERVICES: States may carry out activities directly or through subgrants to public libraries, or to networks that include other libraries if the purpose is to improve services for public library patrons.

10. MAJOR ACTIVITIES AND SERVICES: Among the 11 broad uses of funds listed in the law for Title I are:

- assisting libraries in providing literacy programs of adults and school dropouts; and
- establishing and supporting model library literacy centers to reduce the number of functionally illiterate individuals and help them reach full employment.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

- States must match Federal Title I funds with State and local funds. The exact percentage of the match varies by State and is established by the Secretary based on per capita income; in any case, the match falls between 33% and 66%.

- States must maintain their State expenditures for public libraries at a level equal to at least 90% of the amount spent in the second preceding fiscal year. (This requirement can be waived by the Secretary in exceptional circumstances.)

12. COORDINATION PROVISIONS:

State. In the long-range plan required to receive funds under any Title of LSCA, State library agencies must set forth procedures for coordinating LSCA projects with those operated by higher education institutions, elementary and secondary schools, and other public and private library services.

Project: Library literacy programs must be provided "in cooperation with other agencies and organizations," if appropriate. Model library literacy centers must be coordinated with "other interested State agencies and nonprofit organizations."

13. TECHNOLOGY PROVISIONS: No special provisions. (A different program under LSCA, the Title II Construction and Technology Enhancement program, authorizes funds for libraries to acquire and maintain technological equipment to provide access to information.)

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The State library agency must periodically evaluate the effectiveness of the programs funded under all titles of the LSCA and must disseminate the results.

TITLE VI, LSCA - LIBRARY LITERACY PROGRAMS

1. LEGISLATION: Title VI of the Library Services and Construction Act, as amended by PL 101-254.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Library literacy, volunteer literacy, capacity building

4. PURPOSE: To encourage public libraries to support literacy programs.

5. FUNDING LEVELS

Authorization: Such sums as necessary through FY 1994

Appropriations:

FY 92: $8,163,000

FY 91: $8,163,000

FY 90: $5,365,000

FY 89: $4,730,000

FY 88: $4,787,000

6. LITERACY-RELATED DEFINITIONS:

The regulations define the following terms:

Adult. An individual beyond the State age of compulsory schooling.

Functionally illiterate adult. An adult whose minimal skills in reading, writing, or comprehension or in performing basic arithmetical computations precludes the individual from functioning in society without assistance from others.

Illiteracy. The inability to read, write, or comprehend or to perform basic arithmetical computations.

Literacy. The ability of an individual to read, write, and comprehend and to perform basic arithmetical computations.

Literacy program. A project or activity designed to help individuals improve their ability to read, write, or comprehend or to perform basic arithmetical computations.

7. TARGET POPULATION: This is essentially a capacity-building program. However, in some cases, librarians and volunteers receive direct training through Title VI-funded projects.

8. ADMINISTRATIVE STRUCTURE:

Grants. The Secretary makes two types of competitive grants: (1) to State library administrative agencies and (2) to local public libraries. The Secretary must give priority to programs in financially strapped communities with high concentrations of educationally disadvantaged adults and to programs that coordinate with literacy organizations and CBOs.

Priorities. The Secretary gives preference to applicants that will deliver services in areas with the highest concentrations of adults without a high school or equivalent diploma or that will coordinate with literacy organizations and CBOs.

9. AGENCIES DELIVERING SERVICES: State and local public libraries. Local libraries may work with volunteer individuals, agencies, and organizations to carry out library-based literacy programs.

10. MAJOR ACTIVITIES AND SERVICES:

State. State library agencies coordinate and plan library literacy programs and arrange for the training of librarians and volunteers to carry out those programs.

Local. Local public libraries promote volunteer literacy programs; acquire literacy instructional materials; and support the use of library facilities for literacy programs.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: No special provisions

12. COORDINATION PROVISIONS:

Federal: The Secretary must coordinate Title VI programs with programs under Titles I, II, and III of LSCA. In addition, the Secretary must give priority to applicants that coordinate with other literacy providers (including SEAs and LEAs). The Secretary must also give the head of the State library agency a chance to comment on Title VI applications from local public libraries within the State, to insure that the grants are consistent with the State's long-range plans for the entire LSCA.

State: In the long-range plan required to receive funds under any title of LSCA, State library agencies must set forth procedures for coordinating LSCA projects with those operated by higher education institutions, elementary and secondary schools, and other public and private library services.

Project: Coordinating library literacy programs is a major purpose of the Title VI grants. As noted above, the Secretary gives priority to coordination projects.

13. TECHNOLOGY PROVISIONS: No special provisions. (A different program under LSCA, the Title II Construction and Technology Enhancement program, authorizes funds for libraries to acquire and maintain technological equipment to provide access to information.)

14. PRIVATE SECTOR PROVISIONS: No special provisions

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The State library agency must periodically evaluate the effectiveness of the programs funded under all titles of the LSCA and must disseminate the results. Each project must also have an evaluation plan using methods that, to the extent possible, are objective and produce quantifiable data.

STUDENT LITERACY CORPS

1. LEGISLATION: Title I, Part D of the Higher Education Act of 1965, as amended by PL 100-418, PL 101-305, and PL 101-610.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Volunteer literacy

4. PURPOSE: To help higher education institutions develop projects in which undergraduates serve as volunteer tutors in public adult literacy programs and in elementary/secondary school tutoring programs.

5. FUNDING LEVELS

Authorization: $10 million for FY 1992

Appropriations:

FY 92: $5,367,000

FY 91: $5,367,000

FY 90: $5,042,000

FY 89: $4,940,000

FY 88: 0

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Undergraduate students tutor educationally or economically disadvantaged adults and children. Priority for services goes to illiterate parents (especially single parents) of educationally or economically disadvantaged elementary school students. At the elementary/secondary level, priority goes to disadvantaged children in Chapter 1, ESEA programs.

8. ADMINISTRATIVE STRUCTURE: The Secretary makes grants of up to $50,000 for a two-year period to IHEs. The higher education institution arranges with public community agencies (including public schools, Head Start programs, and others) to provide student tutors who will work in a community site.

9. AGENCIES DELIVERING SERVICES: IHEs are eligible for grants if they have conducted community service activities in the past. (The Secretary may waive this requirement in certain situations.) Public community agencies are eligible to work together with IHEs if they are established agencies with established instructional programs.

10. MAJOR ACTIVITIES AND SERVICES:

Services students provide. Volunteer tutoring.

Services student tutors receive. Student tutors participate in college courses that combine tutoring experience with other academic disciplines, such as social science, economics, and education. To receive credit for these courses, students must perform at least 60 hours voluntary tutoring service per term.

Allowable expenditures. IHEs may use grants to cover the costs of participating in the program, pay stipends to student coordinators, provide technical assistance, and disseminate information.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Tutoring services must be supplementary to existing programs, offered in a structured classroom setting, and implemented under the supervision of qualified personnel.

12. COORDINATION PROVISIONS: The program is based on collaboration between an IHE and a public community agency.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: At his or her discretion, the Secretary may use a portion of the appropriation to evaluate the programs.

MIGRANT EDUCATION HIGH SCHOOL EQUIVALENCY PROGRAM (HEP)

1. LEGISLATION: Title IV, Section 418A of the Higher Education Act of 1965, as amended by PL 96-374 and PL 100-50.

2. FEDERAL ADMINISTERING AGENCY: ED

3. TYPE OF LITERACY PROGRAM: Adult secondary education

4. PURPOSE: To help young adult migrant workers obtain their GED and subsequently gain employment or enroll in postsecondary education or training.

5. FUNDING LEVELS

Authorization: Such sums as necessary through FY 1992.

Appropriations:

FY 92: $8,310,000

FY 91: $7,807,000

FY 90: $7,858,000

FY 89: $7,410,000

FY 88: $7,276,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Migrant and seasonal farmworkers, or dependents of migrant farmworkers, who are 17 or older and do not have a high school diploma.

8. ADMINISTRATIVE STRUCTURE: The Secretary makes competitive grants to IHEs or to private nonprofit organizations cooperating with an IHE.

9. AGENCIES DELIVERING SERVICES: IHEs or private nonprofit organizations

10. MAJOR ACTIVITIES AND SERVICES: HEP grants can be used to:

- recruit eligible adults;
- provide educational services to help participants obtain a GED;
- pay stipends to participants; and
- offer a range of supportive services.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Projects must have a management plan.

12. COORDINATION PROVISIONS: Nonprofit organizations must plan and operate projects in cooperation with IHEs. All grantees must identify and use the resources of the community and must consult and coordinate with other appropriate agencies serving migrants.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Projects must have an evaluation plan that, to the extent possible, produces objective and quantifiable data.

JOB OPPORTUNITIES AND BASIC SKILLS TRAINING PROGRAM (JOBS)

1. LEGISLATION: Title II of the Family Support Act of 1988, PL 100-485, which created a new Part F of Title IV of the Social Security Act.

2. FEDERAL ADMINISTERING AGENCY: HHS

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education, English literacy

4. PURPOSE: To revise the Aid to Families with Dependent Children (AFDC) program to ensure that needy families with children obtain the education, training, and employment they need to avoid long-term welfare dependence.

5. FUNDING LEVELS

Authorization: JOBS is a "capped" entitlement program, with maximum funding of:

- $1 billion for FY 1992
- $1 billion for FY 1993
- $1.1 billion for FY 1994
- $1.3 billion for FY 1995 and
- $1 billion for FY 1996 and each succeeding fiscal year.

Child care funds for JOBS participants are authorized separately, as an open-ended entitlement.

Appropriations:*

FY 92: $1,000,000,000*

FY 91: $1,000,000,000*

FY 90: $ 350,000,000*

FY 89: $91,400,000* (for predecessor Work Incentive program)

FY 88: $92,551,000* (for predecessor Work Incentive program)

6. LITERACY-RELATED DEFINITIONS: The regulations include the several relevant definitions:

- Basic literacy level is defined in terms of a minimum grade equivalent level of 8.9. States may set higher basic literacy levels in their JOBS plans.

- Limited English proficiency means limited ability in speaking, reading, writing, or understanding the English language by a person whose native language is a language other than English or by a person who lives in a family or community where a language other than English is the dominant language.

7. TARGET POPULATION: JOBS targets resources to AFDC recipients most at risk for long-term welfare dependence.

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*Appropriations are for entire program, excluding separate appropriations for child care; specific amount for basic skills and education services is not available.

Priorities. Priority for JOBS services goes to:

- Custodial parents under 24 who have not completed high school and who have little or no work experience.
- Individuals who have received public assistance for at least 36 of the last 60 months.
- Members of a family who will lose AFDC eligibility within two years because the youngest child will no longer be dependent.

Volunteer participants must be given priority within target groups.

Mandated participation. To the extent that Federal and State resources permit, States must require most custodial parents under 20 who have not completed high school to participate in an educational activity. States may require full-time participation for certain adult and adolescent AFDC clients, if child care is available.

8. ADMINISTRATIVE STRUCTURE:

State agency roles. The State welfare agency administers the program, but must coordinate and consult with other State agencies (see Coordination Provisions below).

Allotments. States receive allotments from the Secretary of HHS, based on their allocations under the predecessor WIN programs, plus their relative proportion of average monthly AFDC recipient counts.

Reductions in allocations. For a State to receive its full amount of available funding, it must:

- be able to meet State matching requirements (see item #11 below);
- expend 55% of its JOBS funding on Federally-established priority groups; and
- increase participation by Federally-mandated percentages (see item #11 below).

Program phase-in. All States must have the JOBS program available Statewide by October 1, 1991.

9. AGENCIES DELIVERING SERVICES: The State welfare agency may carry out programs directly or through arrangements with JTPA administrative entities, SEAs and LEAs, and other public and private agencies and organizations, including CBOs.

10. MAJOR ACTIVITIES AND SERVICES: States have flexibility to determine the mix of education and training services they offer, but they must provide:

- Educational activities, including high school or equivalent education, basic and remedial education to achieve a minimum grade equivalent level of 8.9, and education for LEP individuals;
- Job skills training;
- Job readiness training activities;
- Job development and job placement; and
- At least two of the following--(1) job search, (2) on-the-job training, (3) work supplementation programs, and (4) community work experience.

States may also offer postsecondary education and other education, training, and employment activities.

The Act authorizes a range of supportive services, including child care. States must authorize transitional child care for children under age 13 when necessary for the parent to accept or keep a job

or to participate in JOBS or other approved education and training. (Requirements and funding authorizations for child care are contained in Title III of the Family Support Act.)

Regulations state that JOBS funds should not be used to cover costs of other services (including adult literacy services) for which welfare recipients are already eligible.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

Fiscal requirements.

- JOBS funds cannot be used to supplant State and local expenditures or meet the normal costs of public education.
- States must maintain State and local expenditures for similar purposes at the FY 1986 level.
- States must match Federal funds by different rates (generally 50%), depending on type of costs.
- States that do not meet matching, participation and targeting requirements will not receive their full allotment of Federal funds.

Reporting requirements. States must submit monthly caseload data to HHS and comply with uniform reporting requirements established by the Secretary.

Client requirements. Programs must conduct a needs assessment for each participant, develop an individual employability plan, and keep individual case records.

Participation requirements.

- States are required to meet the following rates for satisfactory participation in a JOBS program: 11% of the non-exempt caseload in FY 1992 and FY 1993; 15% in FY 1994; and 20% in FY 1995.
- State allocations and reimbursements to individual programs are based on participation rates, based on the average monthly number of individuals whose combined and average weekly hours of scheduled participation equal or exceed 20 hours.
- An individual is considered to be "satisfactorily participating" if she attends 75% of scheduled activities.

12. COORDINATION PROVISIONS:

Federal. HHS must consult on a continuing basis with DOL and ED to assure maximum coordination of education and training services. HHS, ED, and DOL jointly support and oversee contracts to provide technical assistance to States.

State. State welfare agencies must coordinate JOBS programs with relevant services provided by other State agencies. In particular, States must ensure coordination of JOBS programs with JTPA, the Adult Education Act, and the Perkins Vocational Education Act and must coordinate child care for JOBS clients with a range of preschool and early childhood programs. The Governor must assure programs are coordinated with JTPA and other relevant employment, training, and education programs.

State consultation and plan review. The State welfare agency must consult with the SEA, the State employment service, and the State agencies that administer JTPA, child care, and public housing. The State job training coordination council and the SEA review the State plan for JOBS.

Local program coordination. Coordination with PICs and local education agencies is encouraged. Local welfare agencies must consult with PICs.

13. TECHNOLOGY PROVISIONS: Funding is available for States to design and implement automated data systems that interface with AFDC management systems.

14. PRIVATE SECTOR PROVISIONS: State welfare agencies must use PICs to identify and advise on the types of jobs available in the SDA, and must provide training for those types of jobs.

15. STANDARDS, EVALUATIONS, AND OUTCOMES:

Satisfactory progress. JOBS regulations provide guidance on standards for determining satisfactory progress in a JOBS education or training component (which is not the same as satisfactory participation). To determine whether participants are making satisfactory progress in an education component, an educational institution or program must develop a consistent standard of progress that is:

- based on a written policy approved by the State welfare agency and by the SEA or LEA;
- periodically measured over a period of less than a year;
- includes a qualitative measure (such as a grade point average); and
- includes a quantitative measure (such as a reasonable time limit by which a student is expected to complete her studies).

The standard may provide for a probationary period or make allowance for mitigating circumstances. The regulations include similar requirements for training components.

Use of satisfactory progress standards. Programs must begin using standards for satisfactory progress by October 1, 1992, or earlier if available. Assessments of satisfactory progress are used to determine placements, assignments to self-initiated education or training, approval of education in non-JOBS areas, provision of supportive services, and for other purposes.

Federal performance standards. By October 1, 1993, the Secretary of HHS must submit to Congress outcome-based performance standards that consider such factors as increased earnings and reduced welfare dependence.

National evaluation. HHS and ED are conducting an evaluation of the impact of innovative education approaches on JOBS clients.

STATE LEGALIZATION IMPACT ASSISTANCE GRANTS (SLIAG)

1. LEGISLATION: Immigration Reform and Control Act of 1986 (IRCA), PL 99-603, as amended by PL 101-238.

2. FEDERAL ADMINISTERING AGENCY: HHS

3. TYPE OF LITERACY PROGRAM: English literacy, basic skills education, and adult secondary education

4. PURPOSE: Among the significant changes in US immigration policy wrought by IRCA was its provision granting "amnesty"--or lawful resident status--to a large group of aliens who had been living illegally in the US for a certain time period or who were involved in certain types of agricultural work. To help States and localities defray some of the costs of providing public assistance, public health assistance, educational services, and other services to this group, IRCA authorized SLIAG grants.

5. FUNDING LEVELS

Authorization: The $2 billion authorization for SLIAG technically expired at the end of FY 1992, although States have authority to carry over funds through FY 1994.

Appropriations:*

FY 92: 0
[$1,122,922,000 deferred until FY 1993]

FY 91: $17,080,000*

FY 90: $300,942,000*

FY 89: $898,500,000*

FY 88: $928,500,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: "Eligible legalized aliens" (ELAs) are those adults and children granted lawful resident status under IRCA's "amnesty" provisions. ELAs remain eligible for SLIAG services for five years from the date they were granted lawful temporary resident status.

8. ADMINISTRATIVE STRUCTURE: The Secretary of HHS allots funds to States using a formula based on numbers of eligible legalized aliens and the amount of costs a State is likely to incur for reimbursable services. Payments for allowable educational services go to the SEA and may not exceed either the actual cost of services or $500 per participant per year, whichever is less. States determine how to allocate funds to local agencies serving ELAs.

9. AGENCIES DELIVERING SERVICES: SEAs may provide educational services through LEAs and other public or private nonprofit organizations, including CBOs of demonstrated effectiveness.

10. MAJOR ACTIVITIES AND SERVICES: SLIAG covers expenses for public assistance, public health assistance, educational services, outreach, and certain administrative costs. Each State must use at

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*Appropriations are for the entire program; specific amounts for adult education are not available.

least 10% of its SLIAG funds for each of three categories--public assistance, public health assistance, and education--unless the full 10% is not required.

Reimbursable education services for adults include all the services authorized under the Adult Education Act, such as English language instruction, basic skills instruction, and GED education, as well as citizenship skills instruction and ancillary services. SLIAG also covers basic and supplementary education programs for ELA children in elementary and secondary schools.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: SLIAG does not cover costs already reimbursed or covered by another Federal program. States must designate a single agency of contact for administering the program. SEAs cannot use more than 1.5% of SLIAG education-related funds for administrative costs. States must keep sufficient records for Federal reporting, monitoring and evaluation. States must submit an end-of-year financial report.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Before eligible aliens can become permanent residents, section 245A of the Immigration and Nationality Act requires them to have a minimal understanding of English and a knowledge and understanding of US history and government, or to be making satisfactory progress toward that goal in courses recognized by the Attorney General. The Department has interpreted satisfactory progress to mean fulfillment of 40 hours of adult literacy and citizenship instruction.

REFUGEE RESETTLEMENT PROGRAM

1. LEGISLATION: Immigration and Nationality Act, section 412, as added by the Refugee Act of 1980, PL 96-212 and amended by PL 99-605 and PL 100-525.

2. FEDERAL ADMINISTERING AGENCY: HHS

3. TYPE OF LITERACY PROGRAM: English literacy

4. PURPOSE: To help eligible refugees resettle effectively and achieve economic self-sufficiency, through the provision of public assistance, medical assistance, social and employment services, and English language instruction.

5. FUNDING LEVELS

Authorization: A permanent authorization of such sums as necessary.

Appropriations:*

FY 92: $82,952,000*

FY 91: $82,952,000*

FY 90: $63,000,000*

FY 89: $55,170,000*

FY 88: $54,498,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Refugees, asylees, Cuban and Haitian entrants, and certain Amerasians from Vietnam as defined by the Immigration and Nationality Act. To receive employment and education services, a refugee must be 16 or older and not enrolled full-time in an elementary or secondary school.

8. ADMINISTRATIVE STRUCTURE: After retaining a portion of the funds for national discretionary activities, the Secretary makes allocations to States based on their relative share of the total number of eligible refugees who have been in the US three years of less. States receive two types of quarterly grants: (a) grants for cash and medical assistance; and (b) grants for social services. (Funds for English language instruction come from this latter pot of money). The Governor designates a single State agency to administer the entire refugee resettlement program.

9. AGENCIES DELIVERING SERVICES: Public and private nonprofit agencies.

10. MAJOR ACTIVITIES AND SERVICES:

Range of services. Social services grants to States may be used for employment services, employability assessment, on-the-job training, English language instruction, vocational training, day care, case management and other social adjustment services. The law gives priority, however, to employment services and English language training. Federal regulations further require that if more than 55% of the eligible refugees in the State are receiving public assistance, then the State must use at least 85% of its

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*Appropriations are for all refugee social services (not including cash and medical assistance); specific amounts for adult education are not available.

refugee social services grant for employability services, which are defined to include English language instruction.

Restrictions on education services. The law and regulations place certain restrictions on the type and times of English language instruction funded under this program. Instruction must emphasize English "as it relates to obtaining and retaining a job" and must be provided outside normal working hours, to the fullest extent feasible, so that it does not interfere with job search and employment.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

- Federal funds may be used for reasonable administrative costs.
- States must maintain records on eligibility, services, and costs and must transmit performance and financial reports.

12. COORDINATION PROVISIONS: States must designate a program coordinator to ensure coordination of public and private resources. In providing social services, States are discouraged by regulation from duplicating services that a resettlement agency is already required to provide for the refugees it sponsors. Local volunteer agencies are encouraged to cooperate closely with State and local governments.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: States must evaluate program operations at the local level.

HEAD START (FAMILY LITERACY INITIATIVE)

1. LEGISLATION: Head Start Act, as amended by PL 100-485 and PL 101-501.

2. FEDERAL ADMINISTERING AGENCY: HHS

3. TYPE OF LITERACY PROGRAM: Family literacy

4. PURPOSE: Head Start provides a wide range of services to low-income children and their families, aimed at breaking the cycle of poverty and preparing children educationally and socially for school. Although families have always been important participants in Head Start, recent Departmental initiatives have placed greater emphasis on family literacy as an integral part of the program.

5. FUNDING LEVELS

Authorization: $4,273,000,000 for FY 1992, $ 5,924,000,000 for FY 1993, and $7,660,000,000 for FY 1994.*

Appropriations:*

FY 92: $2,202,000,000*
[includes $9,000,000 minimum
for family literacy]

FY 91: $1,952,000,000*
[includes $9,000,000 minimum
for family literacy]

FY 90: $1,522,000,000*

FY 89: $1,235,000,000*

FY 88: $1,206,000,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Children aged 3 to 5 and their families. At least 90% of the children served in each Head Start program must be from low-income families. At least 10% must be children with disabilities. Parents of Head Start children are the target of new family literacy initiatives.

8. ADMINISTRATIVE STRUCTURE: HHS determines the total amounts available by State using a poverty-based formula. The Department then makes direct grants to eligible agencies in each State.

9. AGENCIES DELIVERING SERVICES: Community-based nonprofit organizations and local educational agencies receive direct Federal grants and operate programs.

10. MAJOR ACTIVITIES AND SERVICES:

In general. Head Start provides a comprehensive program of education, health, and social services to participating children. Parent involvement has always been a cornerstone of this comprehensive

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*Authorizations and appropriations are for the entire Head Start program. From this amount a minimum of $9 million is set aside for the family literacy initiatives beginning in FY 1991.

approach. Parents participate in a variety of planned parent activities, including training in child development and learning reinforcement skills, and employment as Head Start staff.

Family literacy. Recently HHS undertook several initiatives aimed at encouraging Head Start programs to give greater attention to the literacy needs of parents.

- The Family Literacy Initiative, implemented in 1991, calls upon every Head Start program to make family literacy efforts a priority. Rather than creating separate literacy components, programs are encouraged to integrate family literacy activities into their regular practices through such means as assigning a staff person responsibility for family literacy, increasing families' access to literacy materials, supporting parents in their roles as children's first teachers, and referring parents to adult education services. To be eligible in the first year, Head Start grantees had to propose plans to promote family literacy; in subsequent years, they do not have to resubmit their plans but will continue to receive additional funding for this priority.

- To achieve the goal of integrating family literacy into every program, the Department provided $9 million in Quality Improvement funding to every Head Start grantee in FY 1991. These funds were to be used to begin implementing the family literacy plans each program was asked to develop under the aforementioned Family Literacy Initiative. For the current year, the additional quality improvement funding will be distributed as part of the regular Head Start grant, with the expectation that projects will continue their family literacy efforts.

- Since FY 1990, HHS has used a portion of the Secretary's discretionary money to fund two cycles of Family Service Center Demonstration grants to a competitively-selected group of Head Start grantees. The purpose of these three-year pilot grants is to demonstrate ways that Head Start agencies, working with other community groups, can deal with the problems of adult illiteracy, substance abuse, and unemployment among Head Start families. Funding for this effort was $10.4 million for FY 1991.

- The Comprehensive Child Development Centers Demonstration Program provides grants to Head Start agencies, CBOs, and other social service agencies for projects that provide comprehensive health, nutrition, child development, child care, and other support services to low-income preschool children and their families. Services for parents and other family members include education in parenting and family literacy and basic skills training referral. FY 1992 funding for this entire program is $24 million.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: The Federal share for Head Start programs is limited to 80% (with waivers in some circumstances). Local administrative costs may not exceed 15%.

12. COORDINATION PROVISIONS: Under the Family Literacy Initiative, Head Start grantees are encouraged to collaborate with existing literacy programs in their communities and to connect existing literacy programs with families who might otherwise be served ineffectively.

The Family Service Center demonstration program likewise aims to develop partnerships between Head Start agencies and existing family service organizations, including literacy providers.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Head Start programs must meet performance standards in the areas of education, health, social services, and parent involvement. The Secretary regularly evaluates programs.

NATIONAL WORKFORCE LITERACY ASSISTANCE COLLABORATIVE

1. LEGISLATION: National Literacy Act, PL 102-73

2. FEDERAL ADMINISTERING AGENCY: DOL

3. TYPE OF LITERACY PROGRAM: Workplace literacy, capacity building

4. PURPOSE: To help small and medium-sized businesses and labor organizations develop and implement literacy programs tailored to workforce needs.

5. FUNDING LEVELS

Authorization: $5 million annually through FY 1995.

Appropriations:*

FY 92: 0	**FY 89:** 0
FY 91: 0	**FY 88:** 0
FY 90: 0	

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: This is not a direct service program.

8. ADMINISTRATIVE STRUCTURE: The Department of Labor establishes the Collaborative in-house.

9. AGENCIES DELIVERING SERVICES: This is not a direct service program. The beneficiaries are businesses and labor organizations.

10. MAJOR ACTIVITIES AND SERVICES: Among other duties, the Collaborative will:

- identify the best practices and successful small-business models in workplace literacy;
- inform businesses and unions of research findings and exemplary curricula, instructional techniques, and training models;
- provide technical assistance to help businesses assess worker needs, implement workforce literacy programs, and evaluate programs; and
- conduct regional and state small business meetings on workforce literacy.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: No special provisions.

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*In cooperation with other agencies, DOL is developing a new initiative to provide technical assistance to small and medium-sized businesses to help them cope with a variety of work restructuring issues. This initiative will encompass the functions of the National Workforce Collaborative and several other related functions. For FY 1993, the DOL budget proposes $1.2 million for this and other DOL duties under the NLA.

12. COORDINATION PROVISIONS: The Collaborative will:

- promote cooperation and coordination among State and local agencies and the private sector to make maximum use of existing literacy resources; and
- at the Federal level, cooperate with the National Institute for Literacy and other Federal centers.

13. TECHNOLOGY PROVISIONS: The Collaborative will:

- inform businesses and unions about the use of technology as a workplace training tool; and
- produce video materials to support its technical assistance and demonstration efforts.

14. PRIVATE SECTOR PROVISIONS: The private sector is the primary target of all the Collaborative's activities.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The Collaborative will provide technical assistance to help businesses evaluate the effectiveness of their training programs.

TITLE II-A, JTPA - TRAINING SERVICES FOR DISADVANTAGED YOUTH AND ADULTS

1. LEGISLATION: Title II-A of the Job Training Partnership Act, PL 97-300, as amended by PL 101-645.

2. FEDERAL ADMINISTERING AGENCY: DOL

3. TYPE OF LITERACY PROGRAM: Basic skills education.

4. PURPOSE: To increase the employment and earning of economically disadvantaged individuals and reduce their dependence on welfare by providing a broad range of training and employment services.

5. FUNDING LEVELS

Authorization: Such sums as may be necessary for each fiscal year.

Appropriations:*

FY 92: $1,773,484,000*

FY 91: $1,778,484,000*

FY 90: $1,744,800,000*

FY 89: $1,787,800,000*

FY 88: $1,810,000,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Economically disadvantaged youth aged 16-21 and adults 22 and over. Economic disadvantage is defined as a family income at or below the higher of the Federal poverty line or 70% of the Bureau of Labor Statistics' lower living standard. With certain exceptions, States must use at least 40% of the funds for youth programs. Up to 10% of the funds may be used for adults or youth who are not economically disadvantaged but have encountered other employment barriers.

8. ADMINISTRATIVE STRUCTURE:

Grants to States. The Secretary of Labor distributes block grants to State Governors using a formula based on unemployment and poverty counts. States retain 22% of the funds for Statewide activities and distribute the remaining 78% to local SDAs.

Governor's 8%. Eight percent of State allocation (which counts toward the 22%) are reserved for the Governor's use for State education programs, as described below.

Role of PICs. Private industry councils (PICs) establish policy for and oversee the programs in the SDAs. In partnership with local government, the PICs select an entity to administer the program locally--either the PIC itself, a general local governmental unit, a private nonprofit organization or corporation, or any other entity they agree on.

9. AGENCIES DELIVERING SERVICES: PICs select agencies or organizations to deliver services, based on their demonstrated performance. Appropriate education agencies in the SDA must be given the opportunity to provide educational services unless alternative organizations would be more effective.

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*Appropriations are for the entire program. The amount for basic skills is not available.

10. MAJOR ACTIVITIES AND SERVICES:

Basic program. Title II-A authorizes a range of job training, counseling, job search, work-related, and support services. Funds may also be used for:

- "remedial education and basic skills training"; and
- "literacy training and bilingual training."

Governor's 8%. The Governor provides funds to any State educational agency to:

- serve eligible participants through cooperative agreements with SDAs and LEAs;
- coordinate education and training services; and
- provide literacy training to youth and adults, dropout prevention and re-entry services, or a Statewide school-to-work transition program.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

All JTPA. The Governors must ensure proper fiscal control, accounting, and recordkeeping for all JTPA programs.

Governor's 8%. The State agency and local educational agencies involved in these programs must match Federal funds dollar-for-dollar.

Local programs. SDAs must submit an annual report to the Governor.

12. COORDINATION PROVISIONS:

Non-duplication. JTPA funds may not be used to duplicate facilities or services already available in an area from Federal, State, or local sources, unless alternative services would be more effective.

Governor's coordination plan. The Governor prepares a plan that establishes criteria for coordinating JTPA programs with State and local education, training, public assistance, rehabilitation, postsecondary, economic development, homeless, and other programs. This plan may include jointly-funded, Statewide services from JTPA and other Federal, State, and local employment programs.

Governor's 8% set-aside. Coordination with education agencies and services is the primary purpose of this set-aside.

State job training coordinating council. The council reviews the plans of all State agencies that provide employment, training and related services and comments annually on the State's vocational education programs.

Local plan. The SDA's job training plan must be reviewed by local educational and other public agencies. The local plan must also describe methods for complying with the coordination criteria in the Governor's plan.

PIC. The PIC includes representatives of all educational agencies in the SDA.

13. TECHNOLOGY PROVISIONS: Title II-A funds may support the "use of advanced learning technology for education, job preparation, and skills training." JTPA permits funds to be used to buy

commercially available training packages, including advanced learning technology without a cost breakdown of the components, if they are bought competitively and include performance criteria.

14. PRIVATE SECTOR PROVISIONS:

PIC role. A majority of PIC members must be business representatives. As such, the private sector has major responsibility for administering and overseeing the JTPA programs.

State job training coordinating council. Thirty percent of the members of this State advisory council must represent business and industry.

15. STANDARDS, EVALUATIONS, AND OUTCOMES:

Federal standards. The Secretary of Labor has developed performance standards for Title II of JTPA. For adults, these include placements and retention in unsubsidized employment, increases in earnings, and reductions in welfare dependency. For youth they include the above factors, plus attainment of employment competencies, basic skills improvement, school completion, and enrollment in other training or apprenticeship programs or enlistment in the Armed Forces.

State standards. States may prescribe standards that vary from Federal standards, taking into account economic, geographic and demographic factors, the characteristics of the population served, and the type of services provided.

TITLE II-B, JTPA - SUMMER YOUTH EMPLOYMENT AND TRAINING PROGRAM

1. LEGISLATION: Title II-B of JTPA, PL 97-300.

2. FEDERAL ADMINISTERING AGENCY: DOL

3. TYPE OF LITERACY PROGRAM: Basic skills education

4. PURPOSE:

- To enhance the basic skills of youth.
- To encourage school completion.
- To expose youth to the world of work.

5. FUNDING LEVELS

Authorization: Such sums as necessary for each fiscal year.

Appropriations:*

FY 92: $495,212,000*

FY 91: $682,912,000*

FY 90: $699,800,000*

FY 89: $709,400,000*

FY 88: $718,100,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Economically disadvantaged youth aged 16-21. If appropriate, and if set forth in the local job training plan, 14 and 15-year-olds can participate.

8. ADMINISTRATIVE STRUCTURE: See profile for Title II-A above.

9. AGENCIES DELIVERING SERVICES: See profile for Title II-A above.

10. MAJOR ACTIVITIES AND SERVICES: Programs must be conducted during the summer (or during a school vacation, in the case of communities that operate year-round public schools). SDAs must use some of the funds for basic skills and remedial education; other eligible activities include job training, work experience, employability skills, and support services. SDAs must assess the reading and math levels of participants.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: See profile for Title II-A above. Also, SDAs must establish written program goals and objectives.

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*The reduction in funding for FY 1992 represents a change in the period of availability of funds, from July 1, 1992 to October 1, 1992. An additional $187,700,000, which is not reflected in the FY 1992 total, has been appropriated and will become available on October 1, 1992, the beginning of FY 1993. Appropriations are for the entire Title II-B program; amounts for basic skills are not available.

12. COORDINATION PROVISIONS: See profile for Title II-A above. Also, local program goals, which are used to evaluate effectiveness, may include demonstrated coordination with other community service organizations.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: See profile for Title II-A above.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Each SDA must develop a plan for the Title II-B program, consistent with the Governor's standards, which describes the education programs to be offered and the evaluation and assessment methods to be used. The SDA must evaluate its program against its written goals, which may include improvements in school retention and completion, academic performance (including math and reading comprehension), and employability skills.

TITLE III, JTPA - DISLOCATED WORKER ASSISTANCE

1. LEGISLATION: Title III of JTPA, PL 97-300

2. FEDERAL ADMINISTERING AGENCY: DOL

3. TYPE OF LITERACY PROGRAM: Workplace literacy, basic skills education

4. PURPOSE: To serve communities and workers facing mass layoffs and to serve workers who have been or are about to be displaced from their jobs.

5. FUNDING LEVELS

Authorization: Such sums as necessary for each fiscal year

Appropriations:*

FY 92: $576,986,000*

FY 91: $526,986,000*

FY 90: $427,309,000*

FY 89: $283,800,000*

FY 88: $287,200,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Four categories of workers are eligible:

- those who have been laid off or received notice, are eligible for or have exhausted their unemployment benefits, and are unlikely to return to their previous industry;
- those who have been terminated or received notice as a result of plant closure or mass layoffs;
- those who are long-term unemployed and have little chance of reemployment in the same field; and
- self-employed individuals, such as farmers and ranchers, who are unemployed because of general economic conditions or natural disasters.

8. ADMINISTRATIVE STRUCTURE: After reserving 20% of the appropriation for Federal discretionary projects, the Secretary allocates grants to States based on specific types of unemployment data. The Governor keeps up to 40% of the grant for Statewide or industry-wide projects, "rapid response" activities, coordination, and other State activities. If desired, the Governor may reserve another 10% for direct allocation to substate grantees that experience significant economic dislocation during the year. The remaining funds are distributed to substate grantees by a Governor-prescribed formula that takes into account unemployment data, plant closings, and other economic hardship data.

9. AGENCIES DELIVERING SERVICES: Substate grantees include PICs, SDA administrative entities, private nonprofit organizations, general local government units, local offices of State agencies, and other public agencies, such as community colleges and vocational schools.

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*Appropriations are for the entire Title III program; amounts for basic skills education are not available.

10. MAJOR ACTIVITIES AND SERVICES: Funds may be used for:

- "rapid response" assistance where plant closures or mass layoffs are imminent;
- basic readjustment services, including evaluation of educational attainment;
- retraining services, including basic and remedial education, literacy training, and English literacy for non-English speakers;
- needs-related payments to workers who are not eligible for unemployment or whose unemployment has expired, to enable them to participate in training and education; and
- coordination with unemployment compensation.

At least half the funds must be used for retraining.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: States must designate a State dislocated worker office and must develop a monitoring, reporting, and management system.

Substate grantees must assess participants occupational needs and education skill levels.

12. COORDINATION PROVISIONS:

State. States must coordinate programs with other State education, training, and social service programs; the State economic development agency; other dislocated worker programs; and worker readjustment and unemployment systems. States must consult with appropriate labor organizations. Service delivery must be coordinated with services under the Trade Act of 1974. Funds may be used for joint, coordinated services with Federal vocational education programs.

Substate. Substate grantees must involve labor organizations in planning and implementation and must coordinate with other appropriate programs.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: Businesses and labor organizations are closely involved in developing and implementing these programs.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The Secretary has developed performance standards for Title III.

JTPA - JOB CORPS

1. LEGISLATION: Title IV-B of JTPA, PL 97-300.

2. FEDERAL ADMINISTERING AGENCY: DOL

3. TYPE OF LITERACY PROGRAM: Basic skills training

4. PURPOSE: To provide a highly-intensive residential training program for severely disadvantaged youth to enable them to become more responsible, employable, and productive citizens.

5. FUNDING LEVELS

Authorization: Such sums as necessary for each fiscal year.

Appropriations:*

FY 92: $846,533,000*

FY 91: $800,238,000*

FY 90: $752,900,000*

FY 89: $693,941,000*

FY 88: $656,849,000*

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Youth age 14-22 who are economically disadvantaged and who require additional education, training, or intensive counseling to hold a meaningful job or participate in other education and training programs. Participants must also come from home environments that substantially impair their prospects for success and must have the capabilities, behavior, and aspirations to benefit from the Job Corps.

8. ADMINISTRATIVE STRUCTURE: The Secretary administers Job Corps Centers through agreements with Federal, State, and local agencies and private organizations.

9. AGENCIES DELIVERING SERVICES: See preceding paragraph.

10. MAJOR ACTIVITIES AND SERVICES: Jobs Corps Centers provide enrollees with education, vocational training, work experience, counseling and other appropriate services, in a well-supervised residential or non-residential setting. Job Corps centers must provide a basic education program that uses curriculum prescribed by HHS and that includes the following minimum elements:

- reading and language skills;
- mathematics;
- a GED program;
- world of work;
- health education;

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*Appropriations are for all Job Corps operations. Amounts for basic skills education are not available for every year, although in program year 1990 DOL has estimated that $40,793,000 was spent on basic education.

- driver education; and
- ESL in centers where needed.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Job Corps Centers must adhere to a rigid set of standards and procedures developed by the Secretary. Participants must follow standards of conduct.

12. COORDINATION PROVISIONS:

National. The Secretary is authorized to cooperate with the Secretary of Education to establish model community vocational education schools and skills centers, and with the Secretary of Defense to develop pilot Job Corps programs to prepare youth to qualify for military service.

Centers. Every center must establish a community relations program and a community advisory council. Every center will maintain cooperative relationships with law enforcement, educational institutions, communities, and other employment and training agencies.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: The Secretary may contract with businesses and labor unions to provide intensive training for Job Corps enrollees in company-sponsored training programs.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Job Corps Centers must meet national performance measures and annual performance goals. The progress of every student must be evaluated using procedures prescribed by HHS.

ARMY BASIC SKILLS EDUCATION PROGRAM I AND II

1. LEGISLATION: Title 10, US Code, Section 4302; DOD Directive 1322.8; Army regulation 621.5.

2. FEDERAL ADMINISTERING AGENCY: Department of the Army (DOD)

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education

4. PURPOSE: To enhance combat readiness, improve the quality of the force, and equip all soldiers to contribute better to society.

5. FUNDING LEVELS

Authorization: Such sums as necessary for each fiscal year.

Appropriations:

FY 92: $6,500,000 [Projected]

FY 91: $8,000,000

FY 90: $9,500,000

FY 89: $10,100,000

FY 88: $10,500,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION:

BSEP I. Soldiers selected by their command who have a recognized educational deficiency in initial entry training.

BSEP II. Soldiers selected by their command who either have a recognized educational deficiency; do not meet reenlistment requirements; or have a general technical score of less than 100.

8. ADMINISTRATIVE STRUCTURE: The Department of Army provides funding through its Major Army Commands (MACOMs). MACOMs manage programs, provide procedural guidance, and channel funds to Army installations to deliver services through the Army Education Centers.

9. AGENCIES DELIVERING SERVICES: Programs are carried out by Army Education Centers, located on Army installations of sufficient size and directed by professional civilian educators; or by institutions accredited by accrediting bodies recognized by the U.S. Department of Education.

10. MAJOR ACTIVITIES AND SERVICES: The major literacy and basic skills programs are two on-duty programs:

BSEP I. Basic academic education necessary to help soldiers successfully complete initial entry training.

BSEP II. Job-related basic skills competencies necessary to enhance job proficiency.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Installations must complete quarterly participation, cost, and evaluation reports.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: Computer-based instruction is a recognized part of the program.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: All enlisted soldiers are required to master the academic skills needed to perform their duties and to earn a high school diploma before completion of their first enlistment. Participants in BSEP are tested periodically, both to assess eligibility and to determine progress.

NAVY SKILL ENHANCEMENT PROGRAM

1. LEGISLATION: Title 10, US Code; DOD Directive 1322.8.

2. FEDERAL ADMINISTERING AGENCY: Department of the Navy (DOD)

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education

4. PURPOSE: To upgrade participants' basic skills and other job-relevant skills so that they may function effectively in occupational training and at work.

5. FUNDING LEVELS

Authorization: Such sums as necessary for each fiscal year.

Appropriations:

FY 92: $3,131,000 [Projected]

FY 91: $2,718,000

FY 90: $3,071,000

FY 89: $2,864,000

FY 88: $3,027,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Recruits and enlisted personnel with basic skills deficiency.

8. ADMINISTRATIVE STRUCTURE: The Department of Navy determines funding and oversees services.

9. AGENCIES DELIVERING SERVICES: Recruit training centers, service school commands, and duty bases.

10. MAJOR ACTIVITIES AND SERVICES: The Skill Enhancement Program has four components:

- Functional Skills Program in reading, writing and math;
- Schoolhouse Skills Enhancement to help sailors complete specialized skill training schools;
- Jobs-Oriented Basic Skills prior to entry into specialized skill training schools; and
- Fundamental and Applied Skill Training for recruits whose standardized test scores fall below the sixth grade level.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Regular reports.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: Computer-based instruction is a recognized part of the program.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Exit criterion are based on test scores and successful completion of curriculum.

BUREAU OF INDIAN AFFAIRS ADULT EDUCATION PROGRAM

1. LEGISLATION: Act of November 2, 1921 (Snyder Act)

2. FEDERAL ADMINISTERING AGENCY: Department of the Interior

3. TYPE OF LITERACY PROGRAM: Adult basic education, adult secondary education

4. PURPOSE: Under the general education authority of the Snyder Act, the Bureau of Indian Affairs (BIA) supports an adult education program for Indians.

5. FUNDING LEVELS

Authorization: The Snyder Act is an open-ended permanent authorization.

Appropriations:

FY 92: $3,363,000

FY 91: $3,206,000

FY 90: $3,781,000

FY 89: $3,138,000

FY 88: $3,141,000

6. LITERACY-RELATED DEFINITIONS: No special provisions.

7. TARGET POPULATION: Adult Indians

8. ADMINISTRATIVE STRUCTURE: The Bureau contracts with Indian tribes, and tribes operate their own education programs or participate in programs operated through regional BIA offices.

9. AGENCIES DELIVERING SERVICES: Indian tribes or tribal organizations.

10. MAJOR ACTIVITIES AND SERVICES: The Snyder Act authorizes the BIA to provide general support for the benefit, care and assistance of Indians, including educational support. Under this general authority, the BIA provides adult education services to help adult Indians complete high school or obtain a GED, or acquire the literacy and computational skills needed to obtain and keep a job.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: No special provisions.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: No special provisions.

BUREAU OF PRISONS LITERACY AND ESL PROGRAMS

1. LEGISLATION: Title XXIX, Section 2904 of the Crime Control Act of 1990, PL 101-647. Also 28 CFR 544.

2. FEDERAL ADMINISTERING AGENCY: Department of Justice

3. TYPE OF LITERACY PROGRAM: Literacy for the incarcerated

4. PURPOSE: The Crime Control Act of 1990 mandated literacy and ESL services for inmates in Federal correctional institutions who did not have an 8th grade level of literacy. Through regulations effective May 1, 1991, the Bureau of Prisons in the Department of Justice raised the mandatory literacy standard to a GED or high school diploma, except for LEP inmates, for whom the standard continues to be an 8th grade equivalency level.

5. FUNDING LEVELS

Authorization: Such sums as necessary

Appropriations:*

FY 92: $16,130,000 [Estimate]

FY 91: $12,901,000 [Estimate]

FY 90: $8,620,000 [Estimate]

FY 89: $6,959,000 [Estimate]

FY 88: $6,165,000 [Estimate]

6. LITERACY-RELATED DEFINITIONS: The Crime Control Act of 1990 defines "functional literacy" as an 8th grade equivalence in reading and math on a nationally-recognized standardized test, or functional competency on a nationally-recognized criterion-referenced test. As noted above, Federal regulations set a higher standard of a high school diploma or GED.

7. TARGET POPULATION:

Literacy program. All inmates in Federal correctional institutions who do not have a high school or equivalent diploma (with exceptions for certain detainees or for good cause) are required to attend an adult literacy program for a minimum of 120 days or until a GED is achieved, whichever comes first.

ESL program. LEP inmates must attend an ESL program until they function at the 8th grade level of competency skills, as measured by a score of 225 on the Comprehensive Adult Student Assessment System (CASAS) test.

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*Bureau estimates of amounts expended on literacy and ESL are based on the following assumptions about the percentage of the education budget spent for literacy each year: FY 88 - 25%; FY 89 - 25%; FY 90 - 30%; FY 91 - 40%; FY 92 - 40%. The increasing percentages are due to implementation of mandatory GED and ESL literacy standards.

ESL program. LEP inmates must attend an ESL program until they function at the 8th grade level of competency skills, as measured by a score of 225 on the Comprehensive Adult Student Assessment System (CASAS) test.

8. ADMINISTRATIVE STRUCTURE: The Bureau of Prisons in the Department of Justice oversees education programs in Federal correctional institutions and provides funding for these purposes to every Federal prison.

9. AGENCIES DELIVERING SERVICES: Each Federal prison has an education department under an education supervisor. All institutions are required to employ a reading specialist or special education teacher.

10. MAJOR ACTIVITIES AND SERVICES:

ESL services. ESL programs include two instructional levels: (1) survival ESL with a competency-based curriculum that focuses mainly on oral and listening skills, to help inmates function in the prison environment; and (2) advanced ESL, which encompasses all language skills to help prepare students to function in an English-speaking community.

Incentives and disciplines. Institutions may use monetary awards and other incentives to encourage inmates to meet the mandates. Institutions may also take disciplinary action against inmates who refuse to participate.

Prison work assignments. Inmates who do not meet mandated literacy levels cannot be promoted to prison work assignments above the entry level.

11. FISCAL AND ACCOUNTABILITY PROVISIONS: Correctional institutions must keep records on participation, withdrawals, and completions.

12. COORDINATION PROVISIONS: No special provisions.

13. TECHNOLOGY PROVISIONS: Computer-assisted instruction is authorized and encouraged in Bureau of Prisons directives.

14. PRIVATE SECTOR PROVISIONS: No special provisions.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: Inmates must be tested to determine initial achievement levels. Inmates participating in GED and ESL programs are tested periodically to determine whether they have met the required literacy standards.

VOLUNTEERS IN SERVICE TO AMERICA (VISTA) LITERACY CORPS

1. LEGISLATION: Title I, Section 109, Domestic Volunteer Service Act of 1973, as amended by PL 99-551.

2. FEDERAL ADMINISTERING AGENCY: ACTION

3. TYPE OF LITERACY PROGRAM: Volunteer literacy

4. PURPOSE: To strengthen, supplement and expand public and private nonprofit efforts to address the problem of illiteracy, through the assignment of volunteers.

5. FUNDING LEVELS

Authorization: $9 million for FY 1992 and $10.5 million for FY 1993

Appropriations:

FY 92: $4,776,000

FY 91: $4,621,000

FY 90: $3,053,000

FY 89: $2,838,000

FY 88: $2,872,000

6. LITERACY-RELATED DEFINITIONS: No special provisions

7. TARGET POPULATION: Illiterate or functionally illiterate individuals who are unserved or underserved by literacy education programs. The law places special emphasis on individuals with the highest risk of illiteracy and the lower educational competence.

8. ADMINISTRATIVE STRUCTURE:

Eligible grantees. The following entities can apply for VISTA Literacy Corps grants: public or private nonprofit agencies; local, State and national literacy councils; CBOs; LEAs and SEAs; other local and State agencies that administer adult basic education programs; other educational institutions; libraries; anti-poverty organizations; and government entities administering JTPA programs.

Selecting and funding grantees. ACTION selects grantees that meet the anti-poverty criteria required of all basic VISTA programs and the other criteria relating to need and effectiveness. Each grant supports 10 to 15 VISTA volunteers, who are assigned to projects by ACTION.

Priorities. In assigning VISTA volunteers, the Director gives priority to projects that serve:

- individuals in greatest need of literacy training;
- individuals reading at the 0 to grade 4 levels;
- "high risk populations";
- areas with the highest concentrations of low-income individuals; and
- parents of children aged 2 to 8 who are educationally at risk.

Statewide programs also receive priority.

9. AGENCIES DELIVERING SERVICES: Volunteers deliver services in communities, as part of a program administered by the agency, institution, and organization that receives a grant (see item #8 above).

10. MAJOR ACTIVITIES AND SERVICES: Grantees use VISTA volunteers to carry out literacy projects that:

- provide comprehensive services to curb intergenerational illiteracy;
- overcome employment barriers;
- provide ESL services;
- focus on preventive education for potential dropouts and other low-income, at-risk young adults; and
- provide literacy training to incarcerated and formerly incarcerated individuals.

VISTA funds pay a monthly subsistence and readjustment allowance for volunteers.

11. FISCAL AND ACCOUNTABILITY PROVISIONS:

- Funds for the Literacy Corps must supplement and not supplant the level of literacy services provided by the regular VISTA program before enactment of the Literacy Corps.

- Grantees must provide a 50% match for a supervisor's salary and must provide matching funds for volunteer transportation, supervision, and training, in cash or in kind.

12. COORDINATION PROVISIONS:

- The Director of ACTION is charged with coordinating all the agency's volunteer programs with each other, with other community action programs, and with other related Federal, State and local programs. The Director must consult with other Federal, State and local agency heads to encourage greater use of volunteers in their programs.

- Statewide projects that encourage coordination of intrastate literacy efforts receive priority in assignment of volunteers.

13. TECHNOLOGY PROVISIONS: No special provisions.

14. PRIVATE SECTOR PROVISIONS: Agencies applying for grants must show evidence of local public and private sector support and be designed to generate private sector resources.

15. STANDARDS, EVALUATIONS, AND OUTCOMES: The Director evaluates the impact of the VISTA Literacy Corps at least once every three years. Projects must have a mechanism for self-evaluation.

OTHER PROGRAMS WITH NOTEWORTHY ADULT LITERACY OR BASIC SKILLS COMPONENTS

DEPARTMENT OF EDUCATION

Carl D. Perkins Vocational and Applied Technology Education Act (PL 101-392)

Vocational training for secondary students, postsecondary students, and adults is the primary purpose of the Perkins Act. The Act requires that Federally-funded programs integrate basic and advanced academic education with vocational training and also permits funds to be used for remedial education. In addition, several special programs or set-asides authorized by the Act specifically mention basic skills, academic skills, literacy education or English language instruction as a component of the program. These include the programs for disadvantaged youth (run by CBOs); for consumer and homemaking education; for bilingual vocational training; for single parents, displaced homemakers, and single pregnant women; for criminal offenders; and for school dropouts.

FY 1992 funding: $1,142,500,000 for the entire Act. The amount spent on basic skills for adults is not available.

Rehabilitation Services (Rehabilitation Act of 1973)

The vocational rehabilitation program provides State grants and special projects to help persons with disabilities become gainfully employed. A wide range of assessment, counseling, training, diagnostic and employment services are authorized, including education and vocational training.

FY 1992 funding: $2,077,200,000 for the entire Act; specific amounts for adult education are not available.

Family School Partnership Program (Title III, Part B, Hawkins-Stafford School Improvement Amendments of 1988)

One of two programs authorized by the Fund for the Improvement and Reform of Schools and Teaching (FIRST), the Family School Partnership Program authorizes grants to LEAs to develop programs that will increase parents' involvement in their children's education. The emphasis of this program is parenting education, more than literacy education: LEAs may train parents how to fulfill their educational responsibilities to their children and work with their children at home.

FY 1992 funding: $3,755,000 for the entire program; specific amounts for adult education are not available.

College Work Study (Title IV, Part C, Higher Education Act)

A special component of the Federal work-study program encourages higher education institutions to provide income-eligible college students with work and learning opportunities in community service. Literacy training is among the areas of community service specified in the law.

FY 1992 funding: $615 million for entire program; the amount for literacy training is not available.

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Comprehensive Child Development Centers (Title VI, Omnibus Budget and Reconciliation Act of 1981)

Authorized through FY 1993, this program provides grants to Head Start agencies, CBOs and other social service agencies for projects that provide comprehensive support services to low-income preschool children and their families. Services for children include health, nutrition, early intervention, child development, and licensed child care. Services for parents and other family members include prenatal care; education in parenting, child development, health and nutrition; and referral to education, employment counseling, and training, as appropriate.

FY 1992 funding: $24,398,000 for the entire program; special amounts for adult activities are not available.

DEPARTMENT OF LABOR

JTPA Native American Programs (Title IV-A, JTPA)

These programs aim to place Native Americans, Native Alaskans, and Native Hawaiians directly into jobs by providing employment services, job training and related services, including basic skills training.

FY 1992 funding: $63,000,000 for the entire program; amounts for basic skills are unavailable.

JTPA Migrant and Seasonal Farmworker Programs (Title IV-A, JTPA)

These programs are designed to combat chronic unemployment and substandard living conditions among migrant workers and their families. The programs offer two broad types of services: (1) providing occupational training, support services, and basic skills (including English literacy) to equip migrant workers for stable, year-round employment at a decent wage; and (2) improving the living standard for those who remain in the agricultural labor pool.

FY 1992 funding: $77,644,000 for the entire program; data on basic skills expenditures are not available.

JTPA National Programs (Title IV-D, JTPA)

With the funds available for national research and evaluation and for pilot and demonstration programs, the Secretary has supported projects to:

- develop literacy training models for school dropouts, low-income single mothers, and other groups with special needs;
- disseminate promising workplace literacy and basic skills models;
- develop literacy assessment instruments; and
- test new instructional techniques.

FY 1992 funding: $45,753,000 for R & E and P & D; amounts for literacy-related projects are not readily available.

Senior Community Service Employment Program (Title V, Older Americans Act of 1965)

This program provides subsidized, part-time employment to low-income older individuals. Participants are employed in a wide range of community service activities, including literacy tutoring.

FY 1992 funding: $395,181,000 for the entire program; amounts for literacy tutoring are not available.

DEPARTMENT OF AGRICULTURE

Food Stamp Employment and Training Program (Food Security Act of 1985)

This program seeks to reduce food stamp dependency by providing employment and training for food stamp recipients. Participation is required for some recipients. Training includes adult basic education, ESL, GED preparation, and other instruction to upgrade basic skills.

FY 1992 funding: $158,000,000 for the entire program; amounts for basic skills education are not available.

DEPARTMENT OF DEFENSE

Marine Corps Basic Skills Education Program (Marine Corps Tuition Assistance)

This program provides basic skills training in math, English, and ESL for marines who need improved basic skills to do their jobs.

FY 1991 funding:* $737,010

Air Force Education Program

The small number of Air Force personnel--fewer than 100 per year--who do not have their high school diploma are eligible to receive basic skills development and high school diploma equivalency instruction.*

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Community Development Block Grants (Community Services Block Grant Act)

This program provides a range of services to improve living environments and economic conditions in poor communities. Each city determines its own mix of services, but activities that assist participants in obtaining an adequate education are an allowable expenditure.

FY 1992 funding: $3,400,000,000 for the entire program; amounts for adult education are not available.

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*Projected FY 1992 funding for this program was not available as of publication date.

ACTION

VISTA (Title I, Domestic Volunteer Service Act of 1973)

The basic VISTA program, administered by the Federal agency ACTION, recruits, selects, and trains full-time volunteers to serve in needy communities. VISTA projects provide community development, health care, rehabilitation for disabled people, education, and a range of other services aimed at alleviating poverty in the US. Among the volunteer projects authorized by law are those addressing the problems of "illiterate or functionally illiterate youth and other individuals."

The Director of VISTA is also charged with disseminating to public and private nonprofit literacy organizations effective literacy programs and materials related to the use of volunteers, and with submitting exemplary VISTA literacy projects each year to the national clearinghouse on literacy administered by ED.

The Director is also authorized to provide technical assistance to help employers integrate volunteers into their workplace literacy programs; as part of this effort, the Director must coordinate with the Department of Education's workplace literacy programs.

FY 1992 funding: $32,688,000 for the entire program; amounts for literacy are not available.

COMMISSION ON NATIONAL AND COMMUNITY SERVICE

National and Community Service (National and Community Service Act of 1990, PL 101-610)

The Commission is a new, quasi-governmental agency charged with overseeing a variety of new national and community service programs authorized by PL 101-610. Several of these programs mention literacy as one of the target areas for community service efforts:

- Higher Education Innovative Projects involve postsecondary students in community service, including teaching "individuals with limited basic skills or an inability to read and write." **FY 1992 funding:** $5.6 million.*

- The American Conservation and Youth Corps creates corps of youth aged 16 to 25 to work on environmental and human service projects, including "literacy training that benefits educationally disadvantaged individuals." ACYC participants may themselves be educationally disadvantaged, and may receive basic skills and high school equivalency education at the same time they work on community projects, from the agency that administers the volunteer program. At the end of their service, participants receive education and training benefits. **FY 1992 funding:** $22.5 million.*

- State-administered National and Community Service programs test national service programs that engage youth and adults in full-time and part-time service to meet educational, human, environmental, and public safety needs, especially those related to poverty. States must provide full-time participants with educational services and materials to enable them to obtain a high school or equivalent diploma. **FY 1992 funding:** $22.5 million

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*Appropriations are for entire program; specific amounts for literacy are not available.

- Rural Youth Service Demonstration Projects develop models for youth to perform education, human, environmental, and public safety services in rural areas. **FY 1992 funding:** Amount to be determined at discretion of Commission.*

APPALACHIAN REGIONAL COMMISSION AND DEPARTMENT OF EDUCATION

Appalachian Regional Education Program (Appalachian Regional Development Act)

This program is administered by ED, with funds transferred from the Appalachian Regional Commission. The program authorizes grants to States in the Appalachian region for educational projects that demonstrate area-wide planning, services, and programs. The primary focus of the program is vocational training. In recent years, the program has shifted emphasis so that adult workplace literacy development is now receiving greater relative emphasis.

FY 1992 funding: $3,200,000 for the entire program. The portion used for literacy is not available.

UNFUNDED PROGRAMS WITH LITERACY MISSIONS

Family Literacy Public Broadcasting (National Literacy Act)

The 1991 National Literacy Act authorized $2 million for the Secretary of Education to contract with the Corporation for Public Broadcasting (CPB) to produce television programming and accompanying education materials to help parents improve family literacy skills and language development. Libraries and other nonprofit agencies and organizations would distribute to families the programming and materials produced by CPB.

Library Literacy Centers (Title VIII, LSCA)

This program authorizes grants to States to establish one model resource center per State that would lend literacy education materials and equipment to local public libraries and would train library personnel about literacy services. With their grants, the State centers would be allowed to acquire video and computer equipment and materials; however, hardware and software purchases could not exceed 25% of the grant. Local public libraries are eligible for competitive grants to establish a program for lending materials to illiterate adults and their instructors, and for other innovative library literacy activities.

Library Family Learning Centers (Title VIII, LSCA)

This unfunded program authorizes grants to public libraries to establish family learning centers, which provide comprehensive library services to all family members. Although the program does not authorize literacy education for parents, it does allow funds to be used for materials to help adults learn parenting skills and acquire job information and for electronic materials and resources for adults and children. If funded, libraries would be required to use a minimum of 10% of the grant to acquire computer hardware and software.

Blue Ribbon Awards for Correctional Education Programs

The National Literacy Act amended the Secretary of Education's Blue Ribbon Schools program, originally authorized by Chapter 2 of ESEA but not currently funded, to require the Secretary to make at least one award yearly to effective and innovative programs for inmate education and literacy.

Postsecondary Education for Non-traditional Students (Title I-A, Higher Education Act)

This program would provide grants to postsecondary institutions to help them meet the continuing education needs of non-traditional adult students, including dislocated workers, displaced homemakers, AFDC clients, and "functionally illiterate" adults. Institutions may use funds, among other things, for adult literacy efforts to meet the labor market needs, for remedial education, and for providing adults with educational information, "including literacy information." Title I also authorizes separate grants to help higher education institutions provide inservice training to staff who provide adult and continuing education.

VISTA Literacy Challenge Grants (Title I, Part C, Domestic Volunteer Service Act)

The Director of ACTION would make matching grants to public and private organizations to establish or expand literacy programs that use volunteers.